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ABSTRACT

This report contains the text of, and hearings on, a Senate bill to promote development and expansion of community schools throughout the United States. The bill offers a 3-way program for promoting community schools. It provides grant, or seed money to pay for administrative or other expenses to establish community schools and help to develop or expand education centers for college or university training of community school directors. It also directs the U.S. Commissioner of Education to develop an effective advocacy mechanism to encourage the development of the goals sought in the bill. Also included in the report are descriptions of numerous community education programs from around the nation. (Photographs and pages 850-852 and 947-952 may reproduce poorly.) (Author/JF)

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EDUCATION LEGISLATION, 1973

HEARINGS

BEFORE THE

SUBCOMMITTEE ON EDUCATION

OF THE

COMMITTEE ON
LABOR AND PUBLIC WELFARE
UNITED STATES SENATE

NINETY-THIRD CONGRESS

FIRST SESSION

ON

S. 1539

TO AMEND AND EXTEND CERTAIN ACTS RELATING TO ELEMENTARY AND SECONDARY EDUCATION PROGRAMS, AND FOR OTHER PURPOSES

AND RELATED BILLS

PART 3

JULY 11 AND 12, 1973

U.S. DEPARTMENT OF HEALTH,
EDUCATION & WELFARE
NATIONAL INSTITUTE OF
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CONTENTS

Page

S. 335, text of ____ 656

CHRONOLOGICAL LIST OF WITNESSES

WEDNESDAY, JULY 11, 1973

Randolph, Hon. Jennings, a U.S. Senator from the State of West Virginia ____ 669
Church, Hon. Frank, a U.S. Senator from the State of Idaho ____ 670
Richards, Tom, director of community schools, Boise, Idaho ____ 689
Riegle, Donald W., Jr., a U.S. Representative from the State of Michigan, accompanied by C. S. Harding Mott, president, C. S. Mott Foundation, Flint, Mich ____ 705
Mott, C. S. Harding, president, C. S. Mott Foundation, Flint, Mich ____ 707
Allen, Harry C., administrator, Brockton community school program, Brockton, Mass.; Tony S. Carillo, director, California Center for Community Education Development, California State University, San Jose, Calif.; Suzanne M. Fletcher, director, Community Education Center, Montclair State College, Montclair, N.J.; Charles F. Porter, director, Community School Development Center, Colorado State University, Fort Collins, Colo., a panel ____ 784
Carrillo, Dr. Tony S., director, California Center for Community Education Development, California State University, San Jose, Calif ____ 788
Fletcher, Suzanne M., director, Community Education Center, Montclair State College, Montclair, N.J ____ 796
Porter, Charles F., community school, coordinator, State of Colorado ____ 809
Rettie, Dwight F., executive director, National Recreation and Park Association, accompanied by Ms. Carol F. Bickley, senior associate, division of special programs ____ 812
Dow, Dr. Ernest, executive director, National Association of Black Adult Educators ____ 820

THURSDAY, JULY 12, 1973

Lehman, Hon. William, a Representative in Congress from the State of Florida ____ 959
Cohen, Hon. Wilbur J., dean, School of Education, University of Michigan, accompanied by Dr. Curtis Van Voorhees, chairman, Department of Education, Administration, and Supervision, University of Michigan ____ 965
Dorland, James R., executive secretary, National Association for Public Continuing and Adult Education, accompanied by David G. Puddington, executive secretary of the National Council of Urban Administrators of Adult Education ____ 987
Pappadakis, Nick, executive secretary, National Community School Education, and Peter L. Clancy, director, the Mott program of the Flint, Mich., Board of Education ____ 996

STATEMENTS

Allen, Harry C., administrator, Brockton community school program, Brockton, Mass.: Tony S. Carillo, director, California Center for Community Education Development, California State University, San Jose, Calif.; Suzanne M. Fletcher, director, Community Education Center, Montclair State College, Montclair, N.J.; Charles F. Porter, director, Community School Development Center, Colorado State University, Fort Collins, Colo., a panel ____ 784

Page

Baisinger, Grace C., coordinator of legislative activity, National P.T.A. prepared statement on the Community School Center Development Act 673
Carrillo, Dr. Tony S., director, California Center for Community Education Development, California State University, San Jose, Calif 788
  Prepared statement 792
Church, Hon. Frank, a U.S. Senator from the State of Idaho 670
Cohen, Hon. Wilbur J., dean, School of Education, University of Michigan, accompanied by Dr. Curtis Van Voorhees, chairman, Department of Education, Administration, and Supervision, University of Michigan 965
  Prepared statement of Mr. Cohen 972
Dorland, James R., executive secretary, National Association for Public Continuing and Adult Education, accompanied by David G. Puddington, executive secretary of the National Council of Urban Administrators of Adult Education 987
  Prepared statement 990
Dow, Dr. Ernest, executive director, National Association of Black Adult Educators 820
Fletcher, Suzanne M., director, Community Education Center, Montclair State College, Montclair, N.J 796
  Prepared statement 800
Jeanroy, Dr. Don., director, Idaho Center for Community Education, Idaho State University, prepared statement 673
Lehman, Hon. William, a Representative in Congress from the State of Florida 959
  Prepared statement 960
Marland, Dr. Sidney P., Jr., Assistant Secretary for Education, Department of Health, Education, and Welfare, prepared statement 695
Mott, C. S. Harding, president, C. S. Mott Foundation, Flint, Mich 707
  Prepared statement with attachments 710
Pappadakis, Nick, executive secretary, National Community School Education, and Peter L. Clancy, director, the Mott program of the Flint, Mich., Board of Education 996
  Prepared statement 1000
Porter, Charles F., community school, coordinator, State of Colorado 809
Randolph, Hon. Jennings, a U.S. Senator from the State of West Virginia 669
Rettie, Dwight F., executive director, National Recreation and Park Association, accompanied by Ms. Carol F. Bickley, senior associate, Division of Special Programs 812
  Prepared statement 814
Richards, Tom, director of community schools, Boise, Idaho 689
  Prepared statement 700
Riegle, Donald W., Jr., a U.S. Representative from the State of Michigan, accompanied by C. S. Harding Mott, president, C. S. Mott Foundation, Flint, Mich 705
Voorhees, Curtis Van, chairman, Educational Administration, University of Michigan, Ann Arbor, Mich.; and president, National Community School Education Association, Flint, Mich 985

ADDITIONAL INFORMATION

Articles, publications, etc.:
  "Community Schools: A 25-Cent Bargain," by Seaman S. Mills 704
  "School-Community Recreation and Park Cooperation," by Robert M. Artz, published by the National Recreation and Park Association 884
Communications to:
  Pell, Hon. Claiborne, a U.S. Senator from the State of Rhode Island, from:
    Decker, Larry E., director, Mid-Atlantic Center for Community Education, School of Education, University of Virginia, Charlottesville, Va., January 9, 1973 (with enclosure) 833
      July 19, 1973 832
    Farrell, Dr. Myrlmarie, principal, Dodge Park Elementary School, Landover, Md., July 18, 1973 828
    Frossard, Robert T., associate professor, School of Education, Virginia Commonwealth University, Richmond, Va., July 16, 1973 827

Communications to—Continued
  Pell, Hon. Claiborne, a U.S. Senator from the State of Rhode Island, from—Continued
    Page
    Goldsmith, Joanne T., vice president, Prince Georges County Public Schools Upper Marlboro, Md., July 23, 1973 831
    Lessinger, Leon M., dean, University of South Carolina, College of Education, Columbia, S.C., July 20, 1973 830
    Nance, Dr. Everette E., director, Midwest Community Education Development Center, University of Missouri-St. Louis, Mo., July 5, 1973 824
    Olson, Claire T., acting vice president for governmental affairs, American Association of Community and Junior Colleges, Washington, D.C., July 16, 1973 825
  Subcommittee on Education, Senate Committee on Labor and Public Welfare, U.S. Senate, from William M. Dennis, coordinator, Great Schoolmaster Association, Inc., Green Island. Iowa, July 19, 1973 876

EDUCATION LEGISLATION, 1973

Community School Center Development Act

WEDNESDAY, JULY 11, 1973

U.S. SENATE,
SUBCOMMITTEE ON EDUCATION OF
THE COMMITTEE ON LABOR AND PUBLIC WELFARE,
Washington, D.C.

The subcommittee met, pursuant to notice, at 2:04 p.m., in room 4232, Dirksen Office Building, Senator Harrison A. Williams, Jr., presiding pro tempore.

Present: Senator Williams.

Senator WILLIAMS. (presiding pro tempore) We will bring this subcommittee hearing to order.

OPENING STATEMENT

Today the Subcommittee on Education begins 2 days of testimony on S. 335, a bill to promote development and expansion of community schools throughout the United States. As an original sponsor of the bill and as chairman of the full Committee on Labor and Public Welfare I am presiding today in the absence of the subcommittee chairman, Senator Pell. He will, however, conduct tomorrow's hearing.

I am proud to have joined Senator Frank Church as an original sponsor of S. 335 because I believe that it can help bring all forms of education to all the people of this Nation while strengthening the United States at its very base of strength: the community.

[The bill referred to appears on pp. 656–668.]

Senator WILLIAMS. When I say "community" I mean that part of a city or a town or even a rural region which seems familiar in everyday experience to the people who live within its loosely defined borders. A community, to be a real community, should be more than comfortable or even familiar. Its residents should also feel that it is manageable—that they have some say in what happens to them and to all those with whom they share their living environment.

It was with this concept of community that I became interested a few years ago in a movement which has gained momentum in higher education—the development of comprehensive community colleges. These colleges are close to the people they are meant to serve; they are flexible; and they have developed a wide variety of living and learning situations which are responsive to community needs. To encourage this movement, I introduced legislation to provide substantial Federal financial assistance, and the major provisions of my bill were included in the higher education amendments which were enacted in June 1972.

Just as the United States needed a Federal commitment to develop community colleges to their full potential, so does this Nation need Federal encouragement and incentives to bring community education to its next stage of development.

We will hear today from Mr. C. S. Harding Mott, the son of the man who began the community school movement in Flint, Mich., in 1935. He will tell us about the achievements thus far—of hundreds of school districts which are making good after-hour use of schools for dozens of community purposes. More than that, he will tell us how community education goes beyond the schoolplant and involves existing or new resources. He will tell us, in short, how community education can mobilize people and programs for maximum effect.

Even in the face of such progress, the architects of the Flint idea say now that the time has come for more widespread efforts, spurred on by a national policy and a national commitment.

Mr. Mott, we are looking forward to your testimony.

I should also say that the administration, in response to my inquiry about the bill, has indicated that it will oppose S. 335. Their rationale is, unfortunately, all too familiar. The Secretary's statement says that the Department of Health, Education, and Welfare already has authority—under other programs—to encourage community education. The natural question, then, is why isn't HEW doing it? Their reply might be that HEW is opposed to what it calls narrow categorical programs.

We on this committee have heard that song before. In fact, we hear it all the time: on health, on manpower, on the OEO, and just about any other program that helps people. I'm very pleased, therefore, that a former HEW Secretary, Wilbur Cohen, is among the witnesses at these proceedings. I understand that when he appears tomorrow he will take sharp issue with the HEW attitude.

My own personal view is that so-called "categorical programs" will continue to be needed for two important reasons. They will be needed to help spur State and local government and other organizations to develop or expand upon initiatives which have been successful and which have received widespread support. And they will be needed to provide financial assistance to carry out these initiatives where State, local, and private funds are simply unavailable to carry out these objectives. To abdicate both these responsibilities would, in my judgment, be an abdication of the Federal System which has grown up in the past two centuries.

I will not now describe in detail the provisions of the bill. Our first witness, Senator Church, will discuss them. But I do want to say that the bill offers a three-way program for promoting community schools. It provides grants, or seed money, to pay for administrative or other expenses to establish community schools. It provides help to develop or expand education centers for college or university training of community school directors. And it directs the U.S. Commissioner of Education to develop an effective advocacy mechanism to encourage the development of the goals sought in the bill. Much thought has gone into this legislation; we will welcome suggestions for improving it further.

Finally, I would like to say that I am very much impressed by the strides community education has made in my native State, New Jersey. One of our witnesses today will describe the invaluable work now underway at a cooperating center at Montclair State College. There are now dozens of community school programs in the Garden State, each breaking new ground for community development. In the city of Elizabeth, for example, more than 2,000 persons were taking part in programs within 6 months after the program opened. In the city of Gloucester, the community education director described community enthusiasm about this program:

> Everyone was working together. It became necessary to install a special phone for the community education office as people began to call to see if their group could utilize the newly lighted schools. Scores of clubs and organizations began to take advantage of this new phenomenon.

This kind of spirit is precious; it should be sought and helped. At these hearings, I will invite suggestions on how S. 335 can help in a national effort to do just that.

[The text of S. 335 fellows:]

93d CONGRESS
1st Session

S. 335

IN THE SENATE OF THE UNITED STATES

JANUARY 11, 1973

Mr. CHURCH (for himself, Mr. HUMPHREY, Mr. MCCLURE, and Mr. WILLIAMS) introduced the following bill; which was read twice and referred to the Committee on Labor and Public Welfare

---

A BILL

To promote development and expansion of community schools throughout the United States.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

SECTION 1. This Act may be cited as the "Community School Center Development Act".

STATEMENT OF PURPOSE

SEC. 2. It is the purpose of this Act to provide recreational, educational, and a variety of other community and social services through the establishment of the community school as a center for such activities in cooperation with other community groups.

II

DEFINITIONS

Sec. 3. As used in this Act the term—

(1) "Commissioner" means the Commissioner of Education;

(2) "State" includes, in addition to the several States of the United States, the District of Columbia, the Commonwealth of Puerto Rico, Guam, American Samoa, the Virgin Islands, and the Trust Territory of the Pacific Islands;

(3) "State educational agency" means the State board of education or other agency or officer primarily responsible for the State supervision of State elementary and secondary education or if there is no such officer or agency, an officer or agency designated by the Governor or State law;

(4) "Council" means the Community Schools Advisory Council;

(5) "institution of higher education" means an educational institution in any State which (A) admits as regular students only persons having a certificate of graduation from a school providing secondary education, or the recognized equivalent of such a certificate, (B) is legally authorized within such State to provide a program of education beyond secondary education, (C)

provides an educational program for which it awards a bachelor's degree or provides not less than a two-year program which is acceptable for full credit toward such a degree, (D) is a public or other nonprofit institution, and (E) is accredited by a nationally recognized accrediting agency or association or, if not so accredited, (i) is an institution with respect to which the Commissioner has determined that there is satisfactory assurance, considering the resources available to the institution, the period of time, if any, during which it has operated, the effort it is making to meet accreditation standards, and the purpose for which this determination is being made, that the institution will meet the accreditation standards of such an agency or association within a reasonable time, or (ii) is an institution whose credits are accepted, on transfer, by not less than three institutions which are so accredited, for credit on the same basis as if transferred from an institution so accredited. Such term also includes any school which provides not less than a one-year program of training to prepare students for gainful employment in a recognized occupation and which meets the provision of clauses (A), (B), (D), and (E). For purpose of this susbection, the Commissioner shall publish a list of nationally recognized accrediting agencies or associations which he determines to be reliable authority as to the quality of training offered;

(6) "local educational agency" means a public board of education or other public authority legally constituted within a State for either administrative control or direction of, or to perform a service function for, public elementary or secondary schools in a city, county, township, school district, or other political subdivision of a State, or any combination thereof as are recognized in a State as an administrative agency for its public elementary or secondary schools. Such term also includes any other public institution or agency having administrative control and direction of a public elementary or secondary school; and

(7) "community school program" means a program in which a public elementary or secondary school is utilized as a community center operated in cooperation with other groups in the community to provide recreational, educational, and a variety of other community and social services for the community that center serves.

TITLE I—COMMUNITY EDUCATION CENTER GRANTS

SEC. 101. (a) The Commissioner shall make grants to institutions of higher education to develop and establish programs in community education which will train people as community school directors.

(b) Where an institution of higher learning has such a program presently in existence, such grant may be made to expand the program.

APPLICATIONS

SEC. 102. A grant under this title may be made to any institution of higher education upon application to the Commissioner at such time, in such manner, and containing and accompanied by such information as the Commissioner deems necessary. Each such application shall—

(1) provide that the programs and activities for which assistance under this title is sought will be administered by or under the supervision of the applicant;

(2) describe with particularity the programs and activities for which such assistance is sought;

(3) set forth such fiscal control and fund accounting procedures as may be necessary to assure proper

disbursement of and accounting for Federal funds paid to the applicant under this title; and

(4) provide for making such reasonable reports in such form and containing such information as the Commissioner may reasonably require.

AUTHORIZATION OF APPROPRIATIONS

SEC. 103. There are authorized to be appropriated such sums as may be necessary to carry out the purposes of this title.

TITLE II—GRANTS FOR COMMUNITY SCHOOLS

SEC. 201. (a) The Commissioner may, upon proper application, make grants to local educational agencies for the establishment of new community school programs and the expansion of existing ones.

(b) Grants shall be available for the training and salaries of community school directors as well as actual and administrative and operating expenses connected with such programs.

APPORTIONMENT

SEC. 202. The number of project grants available to each State, subject to uniform criteria established by the Commissioner, shall be as follows:

(1) States with a population of less than five million shall receive not more than four projects;

(2) States with a population of more than five mil-

lion but less than ten million shall receive not more than six projects;

(3) States with a population of more than ten million but less than fifteen million shall receive not more than eight projects; and

(4) States with a population of more than fifteen million shall receive not more than ten projects.

CONSULTATION WITH STATE EDUCATIONAL AGENCY

SEC. 203. In determining the recipients of project grants the Commissioner shall consult with each State educational agency to assure support of a program particularly suitable to that State and providing adequate experience in the operation of community schools.

AUTHORIZATION OF APPROPRIATIONS

SEC. 204. There are authorized to be appropriated such sums as may be necessary to carry out the purposes of this title.

TITLE III—COMMUNITY SCHOOL PROMOTION

PROMOTION

SEC. 301. In order to promote the adoption of community school programs throughout the United States the Commissioner shall—

(1) accumulate and disseminate pertinent information to local communities;

(2) appoint twenty-five teams, consisting of not

more than four individuals on each team, to assist communities contemplating the adoption of a community school program; and

(3) establish a program of permanent liaison between the community school district and the Commissioner.

ADVISORY COUNCIL

SEC. 302. (a) There is hereby established in the office of the Commissioner a Community Schools Advisory Council to be composed of seven members appointed by the President for terms of two years without regard to the provisions of title 5, United States Code.

(b) The Council shall select its own Chairman and Vice Chairman and shall meet at the call of the Chairman, but not less than four times a year. Members shall be appointed for two-year terms, except that of the members first appointed four shall be appointed for a term of one year and three shall be appointed for a term of two years as designated by the President at the time of appointment. Any member appointed to fill a vacancy occurring prior to the expiration of the term for which his predecessor was appointed shall serve only for the remainder of such term. Members shall be eligible for reappointment and may serve after the expiration of their terms until their successors have taken office. A vacancy in the Council shall not affect its activities and four members thereof shall constitute a quorum. The Commissioner shall be an ex officio member of the Council. A member of the Council who is an officer or employee of the Federal Government shall serve without additional compensation.

(c) The Commissioner shall make available to the Council such staff, information, and other assistance as it may require to carry out its activities.

FUNCTIONS OF THE COUNCIL

SEC. 303. The Council shall advise the Commissioner on policy matters relating to the interests of community schools.

COMPENSATION OF MEMBERS

SEC. 304. Each member of the Council appointed pursuant to section 302 shall receive $50 a day, including traveltime, for each day he is engaged in the actual performance of his duties as a member of the Council. Each such member shall also be reimbursed for travel, subsistence, and other necessary expenses incurred in the performance of his duties.

AUTHORIZATION OF APPROPRIATIONS

SEC. 305. There are authorized to be appropriated such sums as may be necessary to carry out the purposes of this title.

TITLE IV—MISCELLANEOUS

PROHIBITIONS AND LIMITATIONS

SEC. 401. (a) Nothing contained in this Act shall be construed to authorize any department, agency, officer, or employee of the United States to exercise any direction, supervision, or control over the curriculum, program of instruction, administration, or personnel of any educational institution or school system.

(b) Nothing contained in this Act shall be construed to authorize the making of any payment under this Act for the construction of facilities as a place of worship or religious instruction.

JUDICIAL REVIEW

SEC. 402. (a) If any State or local educational agency is dissatisfied with the Commissioner's final action with respect to the approval of applications submitted under title II, or with his final action under section 405, such State or local educational agency may, within sixty days after notice of such action, file with the United States court of appeals for the circuit in which such agency is located a petition for review of that action. A copy of that petition shall be forthwith transmitted by the clerk of the court to the Commissioner. The Commissioner shall file promply in the court the record of the proceedings on which he based his action, as provided for in section 2112 of title 28, United States Code.

(b) The findings of fact by the Commissioner, if supported by substantial evidence, shall be conclusive; but the court, for good cause shown, may remand the case to the Commissioner to take further evidence, and the Commissioner may thereupon make new or modified findings of fact and may modify his previous action, and shall file in the court the record of the further proceedings. Such new or modified findings of fact shall likewise be conclusive if supported by substantial evidence.

(c) Upon the filing of such petition, the court shall have jurisdiction to affirm the action of the Commissioner or to set it aside, in whole or in part. The judgment of the court shall be subject to review by the Supreme Court of the United States upon certiorari or certification as provided in section 1254 of title 28, United States Code.

ADMINISTRATION

SEC. 403. (a) The Commissioner may delegate any of his functions under this Act to any officer or employee of the Office of Education.

(b) In administering the provisions of this Act, the Commissioner is authorized to utilize the services and facilities of any agency of the Federal Government and of any other public agency or institution in accordance with appropriate agreements, and to pay for such services either in advance or by way of reimbursement as may be agreed upon.

PAYMENTS

SEC. 404. Payments under this Act may be made in installments, in advance, or by way of reimbursement, with necessary adjustments on account of underpayment or overpayment.

WITHHOLDING

SEC. 405. Whenever the Commissioner, after giving reasonable notice and opportunity for hearing to a grant recipient under this Act, finds—

(1) that the program or activity for which such grant was made has been so changed that it no longer complies with the provisions of this Act; or

(2) that in the operation of the program or activity there is failure to comply substantially with any such provision;

the Commissioner shall notify in writing such recipient of his findings and no further payments may be made to such recipient by the Commissioner until he is satisfied that such noncompliance has been, or will promptly be, corrected. The Commissioner may authorize the continuance of payments with respect to any programs or activities pursuant to this Act which are being carried out by such recipient and which are not involved in the noncompliance.

AUDIT AND REVIEW

SEC. 406. The Commissioner and the Comptroller General of the United States, or any of their duly authorized representatives, shall have access for the purpose of audit and examination, to any books, documents, papers, and records of a grantee, under this Act, that are pertinent to the grant received.

REPORTS TO THE CONGRESS

SEC. 407. The Commissioner shall transmit to the President and to the Congress annually a report of activities under this Act, including the name of each applicant, a brief description of the facts in each case, and the number and amount of grants.

Senator **Williams**. At this time we will receive for the record a statement from Senator Jennings Randolph, the ranking member of this committee and also of the Education Subcommittee.

STATEMENT OF HON. JENNINGS RANDOLPH, A U.S. SENATOR FROM THE STATE OF WEST VIRGINIA

Senator **Randolph**. Mr. Chairman, while we have developed our educational system to become more responsive to community and human needs, our schools themselves remain directed to the children they serve during regular school hours. After the schoolhouse closes in the afternoon, the doors are locked during the evenings, weekends, and summers.

S. 335, the Community School Center Development Act, will bring the schools throughout the country closer to fulfilling their capacity to meet the needs of the community they serve. Schools will be transformed from institutions with the single-purpose of a standardized education to community centers providing services to all citizens of the community.

The community school concept has proven to be successful. It was originated by the Mott Foundation in Flint, Mich., in the 1930's. Today there are over 600 community school programs operating successfully throughout the Nation. S. 335 will provide for a greater growth of community schools bringing the school closer to all citizens of varying backgrounds and ages.

One of the largest investments made by a community is in the school system and its facilities. The limited use of school buildings is one of our greatest wastes of public funds. The expanded use of schools for community activities will bring greater returns for each tax dollar spent for the construction of school facilities.

The cost of a community school program has proven to be minimal. It is estimated that each school system's budget will be increased by only 6 percent. Such a small increase will provide services to the citizens of a community at an increase of only a few cents a day to each household.

Community schools will open the doors of education facilities and form a partnership between education and all citizens of the community providing for recreational and other social activities as well as providing for educational activities.

I want to emphasize one particular aspect of a successful community school program. With the expanding role of vocational education, the community school can provide an ideally situated center for additional job training for individuals within the community. Our efforts to expand vocational and career education providing an education to better train our citizens for whatever professional endeavor they may choose, will be enhanced by a network of community schools in each State.

I am privileged to join with Senator Church in cosponsoring S. 335. Its passage will provide greater education opportunities for all citizens, young and old. In addition community schools build a foundation for community spirit. Citizens participating in various educational and recreational activities form a closeknit community better able to solve their own problems and build a stronger community.

Senator **Williams**. We will move immediately now to the statement of Senator Frank Church.

STATEMENT OF HON. FRANK CHURCH, A U.S. SENATOR FROM THE STATE OF IDAHO

Senator CHURCH. Mr. Chairman, I'd like to begin by thanking you and Senator Pell for making the hearings on S. 335 possible. I would also like to thank you, Senator Williams, for cosponsoring the bill with me, and for making the Senate Committee on Labor and Public Welfare a congressional unit in which the needs and hopes of people are of dominant importance. Your concern about the well-being of the citizens of this Nation, demonstrated so well when you served as chairman of the Senate Special Committee on Aging, is clearly expressed at the proceedings which take place in this room.

To turn now to the bill before this subcommittee, it is my opinion that the testimony to be taken during the next 2 days will make the point that the Nation is not only ready for community education, but is demanding it.

Now that I have used those two words, "community education," I had better make clear what I mean. One of the most challenging descriptions was given recently by Florida educator V. M. Kerensky, who said:

"Community education at its best educates all and mobilizes all in the educational process; its distinguishing characteristic is that it goes all out—it does everything that can be done—it places at the disposal of each child, each person, the sum total of human knowledge, and human service. It leaves no stone unturned in an effort to see that every human being has the optimum climate for growth."

In this kind of effort, the school—the physical plant which houses our classrooms and our children—can and should play an important part. It's been said that the total investment in educational facilities now stands at about $200 billion. It's also been widely recognized that in many neighborhoods, the public school standards apart from the lives of the people who live within the nearby community. There is some speculation that school budgets are voted down in some parts of the Nation simply because the school seems to be forbidden territory to everyone except the students, children, the educators, and the administrators. The remainder of the public may be invited occasionally for a PTA meeting or a commencement, but most of the time there is an invisible "no trespassing" sign in front of the school.

As if to make certain that the school remains aloof from the community, their doors are locked during summers, weekends, and most evenings. Public schools in most communities, the most expensive public investment in physical facilities—are shunned by most adults in afterschool hours simply because these citizens do not feel welcome there.

This picture, fortunately, is not universal throughout the United States. The community school movement began in Flint, Mich., almost 40 years ago and is growing by leaps and bounds. In Flint, the "lighted schoolhouse" began as a motto and soon became a reality. Important as it was to open the doors of the school, however, the pioneers at Flint also realized that total community education called for community organization. The invented the leadership position of home-school counselor. They developed community councils and block clubs. They disseminated information about community schools, and the invited members of the community to join with them in solving community problems. Programs for disadvantaged youngsters were established. Vocational education was added to leisure activity education. Reading ability for preschool children was improved. Thousands of volunteers became involved in planning and operating community education programs.

Today at least 600 community school districts are at work throughout the United State. The movement has its own national association. Growing numbers of educators and civic leaders are attracted by the community education concept.

As the number of programs grow, so does the realization that good community education should not supplant any existing programs. Rather, community education provides a force for making the utmost use of all resources that exist, in schools or outside of them.

Aware of the success of the Flint experience and the programs which the C. S. Mott Foundation of Flint has sponsored since them, I decided to find out in 1971 whether community education stood in need of Federal incentives and support. The overwhelming reply I received was that the foundation could go only so far; what is vitally needed now is a Federal commitment to help develop the full potential of community education.

After lengthy consultation with knowledgeable community education leaders, I introduced the bill before this subcommittee. Briefly, it would do the following:

1. Federal grants would be made available to sustain and strengthen existing community education centers. I might add that 16 university regional centers already exist, and that they serve all parts of the nation. They are aided by at least eight cooperating centers, including a newly established Idaho Center for Community Education in Pocatello. These centers provide a cohesiveness and a stimulus to community education, and they provide fresh thinking and trained people. Their mission is essential for healthy development of this new force in American education.

Second. Federal grants in each of the 50 States would be available for the establishment of new community school programs and expansion of school programs. Salaries of community school directors could be paid through such grants, as well as other program expenses. It is clear from the experience of successful community school programs that a full-time, energetic, and highly skillful director is essential for full success. The director must know the people he serves: he must know what is needed in his community. He must know how to encourage people to solve their own problems by taking joint action.

Third. The Commissioner of Education would be directed to become an advocate for community education. To express a national commitment, the Commissioner would conduct information programs to and take other promotional steps to encourage establishment of local programs.

I believe that this a well-rounded bill, and I am pleased by the support it has already received.

For the record, Mr. Chairman, I would like to submit a statement by the National Congress of Parents and Teachers, which is in substantial agreement with the intent and purpose of the legislation.

This subcommittee will hear from other organizations which support S. 335, and some may have ideas for improvement. I am, for example, very interested in some suggestions I have already received for making the bill more suitable for rural areas. I am looking forward to additional suggestions in a very receptive frame of mind.

Mr. Chairman, I would like to close by submitting for the record a summary of letters I have received from Idaho directors of community school programs. I must say I am very much impressed by the vigor of community education in my home State.

Just about 1 year ago, the Idaho Teachers Corps project joined with educators of the College of Education at Idaho State University to establish the Community Education Center I mentioned earlier. Dr. Don Jeanroy, center director, has reported to me that 14 community education programs are now at work in Idaho. He has far-reaching plans for developing the single "community school" program into districtwide programs, and he hopes to increase training and research activities at the center. My bill, described by Dr. Jeanroy as a "benchmark" piece of legislation, would be of help in meeting those and other objectives.

Mr. Chairman, I wish I had time to give you samples of the enthusiasm which community education has already generated in Idaho. The letters make it clear that the schools have become headquarters for activities touching the lives of thousands of citizens. With more certain funding, such programs could do far more.

[The information referred to follows:]

NATIONAL CONGRESS OF PARENTS AND TEACHERS

National Office

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Chicago, Illinois 60611
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STATEMENT ON THE COMMUNITY SCHOOL CENTER DEVELOPMENT ACT

Submitted to the Subcommittee on Education
Senate Committee on Labor and Welfare
Senator Clairborne Pell, Chairman

July 11, 1973

Mr. Chairman and Members of the Committee:

We greatly appreciate this opportunity to offer to your committee the views of the National PTA in regard to Senate Bill 335, a bill to promote the development and expansion of community schools throughout the United States, cited as the "Community School Center Development Act."

The National PTA is in substantial agreement with the intent and purpose of this legislation. In 1972 delegates assembled in convention adopted a resolution directing the National PTA and all its branches (approximately 40,000 local units in 50 states, the District of Columbia and the European Congress of Parents and Teachers) "to promote the development of the community school program to more fully utilize the public school facilities." A copy of the resolution is attached.

In 1971 the Board of Managers of the National PTA, comprised of elected officers, state PTA presidents, presidents from the District of Columbia and the European Congress, and commission members, adopted the following statement on the Community School program:

> The PTA recognizes that the learning process is a continuing one, that it is lifelong and involves the total community. The Community School provides learning opportunities for all people of all ages at all times. The philosophic principle that the public schools belong to the people may become a reality under the Community School program, as people of all ages--preschool, schoolage, and adult--make the school a part of their lives by continuing participation in programs of their own choosing. The Community School may be the vehicle for realizing the full potential of every individual.
>
> The Community School program makes maximum use of all available resources, both human and material, in carrying out its program. It develops its curriculum and activities from continuous study of people's basic needs, and involves citizens in that development. It integrates insofar as

possible the community's educational, social, physical, recreational, and health programs for children, youth, and adults.

By extending its services around the clock and throughout the year, the Community School makes maximum use of school facilities.

The human interaction inherent in the Community School concept could provide a basis for strengthening family life, improving interpersonal relations, and working toward identifying and solving community problems. Because educational problems today are so complex, the total community must be involved in seeking solutions.

It is, therefore, desirable that PTA's at every level work to promote and develop the Community School program.

In March 1972 Mrs. Walter G. Kimmel, then coordinator of legislative activity for the National PTA, in a communication to Senator Church expressed general support for the intent of the legislation proposed in S. 2689, the Community School Center Development Act.

Mrs. Kimmel suggested the following items for your consideration and they continue to represent the National PTA position and concern:

1. New ways of involving the school with its community must be developed because of the growing need for continuing education in every community and the need for citizens to be involved more in education policy-making.
2. Because of the massive investment in public school facilities, and their convenient accessibility to all residents of the community, it is no longer acceptable to limit the use of these public facilities to a few hours each day, five days per week, nine months of the year and solely for the formal education of children and youth.
3. The traditional role of the public school should be transformed into that of a community education center which serves the unique interests and needs of people of all ages, ethnic backgrounds, and socio-economic levels. Such a center should work in partnership with other community groups to provide educational, cultural, recreational and a variety of other community and social services.
4. The United States Congress should enact legislation which will provide funds for the development and expansion of community education centers throughout the United States.
5. The U.S. Office of Education (through the Commissioner) should administer this act and be charged with the added responsibility of promoting community schools through specific national programs of advocacy and education.

6. Federal grants should be available to strengthen and maintain community education training centers at selected colleges and universities which will train community school leaders, and in general, promote and support the community education movement.

7. Federal grants should be available through each of the State Education Agencies for the establishment of new community school programs and the expansion of existing ones. These grants should be utilized for the training and salaries of community school leaders and for other related program expenses. Federal funds should be allocated to local education agencies through their respective State Education Agencies on a program-approval basis, and in accordance with federal and state guidelines.

8. Community Education funds should be apportioned to State Education Agencies on an equitable basis but should not be restricted to the development of pilot and/or experimental projects inasmuch as the extent of program development varies considerably among the several states.

We are particularly concerned that federal monies should be channeled through the State Departments of Education to the local school districts. We believe this provides a more orderly coordination and supervision of programs.

We thank you for this opportunity to present our views and concerns about the need for community school programs throughout the United States and we would urge the Congress to give favorable consideration to this legislation.

Grace C. Baisinger
Coordinator of Legislative Activity
National PTA

NATIONAL CONGRESS OF PARENTS AND TEACHERS

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THE COMMUNITY SCHOOL PROGRAM

(Resolution adopted by the 1972 convention delegates)

WHEREAS, The PTA recognizes that the learning process is a continuing one, and

WHEREAS, The community school may be the vehicle for realizing the full potential of every individual, regardless of age, and

WHEREAS, The philosophic principle that the public schools belong to the people of the community may become a reality under this program, and

WHEREAS, The community school integrates, insofar as possible, the community's educational, social, physical, recreational, and health programs for children, youth, and adults, be it therefore

Resolved, That the National PTA and all its branches promote the development of the community school program to more fully utilize the public school facilities.

COMMUNITY EDUCATION AT IDAHO STATE UNIVERSITY

The Idaho Center for Community Education
Idaho State University
Pocatello, Idaho

Historical Perspective

Community education at Idaho State University had operated as a peripheral activity during the years prior to the 1972-73 school year. At various times, interested faculty members had contributed to and participated in the Pocatello Community Education program. Classroom discussions often centered around the need for community involvement in our educational programs.

During the 1972 spring semester, faculty members of the College of Education pooled their resources in the writing of a federally-funded, teacher preparation program entitled "Teachers for the Rural World." Following the guidelines of the national Teacher Corps program, the ensuing Idaho project included the following basic objectives: teacher preparation, instructional and institutional change, and community education development. Under the latter objective, the following direction was decided upon:

> "The rural public school of today is characterized by the absence of community involvement within the educational purpose of the school. There is an absence of utilization of the school facilities that are located in these areas. This (project) provides for programs and activities in which the neighborhood community could become involved."

Beginning July 3, 1972, when the entire project was launched, a community education specialist was employed by the Idaho Teacher Corps project. His primary responsibility was to develop and coordinate the community education activities in the ten designated Teacher Corps schools. These schools were located in ten independent school districts scattered throughout Southeast Idaho.

The basic philosophical concepts incorporated into the Idaho Teacher Corps community education program followed the Flint, Michigan "Community School" model. This model operated under the following premise:

> "A community school is a school whose educational program grows out of the life of the community and serves to improve that life. Through mobilizing all available human and other resources, it becomes a center of vital learning and of many varied opportunities. It is a unifying force for community services directed

toward improving the living of individuals and groups, as well as a life-centered educational institution designed to develop mature, productive citizens.

Two closely related, yet somewhat different, approaches are included within the school-community partnership. The one focuses upon the regular school program for children and youth, advocating a school where learning and living join hands. The school program either moves out into the community or brings the community into the classroom for its learning experiences, establishes relevance of learning exercises, and pursues the principle of purposeful learning by doing. Community resources and action projects provide rich opportunities for education and at the same time assist in solving individual and group problems. The community serves as a learning laboratory for school youth, and the school offers leadership for improving the life of the citizenry.

The other concept of community education emphasizes building an educationally centered community through opening the schools to people of all ages from early morning until late at night on an all-week, year-round schedule. The offerings are determined by the needs and interests of the people and include everything from literature and literacy programs to sports and weight-watching. Multi-media centers, swimming pools, laboratories, health facilities, art rooms and centers for the aging are open to all who want to use them. The schools are centers of neighborhood and community life. Participation in self-government, health services, social and recreational activities, continuous study, and community improvement are stressed. Frequently, special attention is directed toward strengthening the ability of lower socio-economic groups to improve competencies, attacking problems of crime and drugs, securing personal and legal counseling, improving home management, building better relations, and expanding recreational interests.

By involving youth in learning and working in the community and by bringing all citizens into the schools, people of all ages and of divergent social and economic backgrounds learn to work together for the improvement of themselves, their families, and their communities."

From the accomplishments achieved within the Teacher Corps project and from discussions carried on with officials from the Regional Center for Community School Development at Brigham Young University, the Idaho Center for Community Education was established at Idaho State University on March 16, 1973. The Center is jointly funded by the C.S. Mott Foundation and the College of Education at Idaho State University. Dr. Don Jeanroy was identified as the director of the Center.

Program Objectives

The program objectives for the Idaho Center for Community Education have been identified and developed as the following:

1. The Idaho Center will disseminate the philosophy, goals, and techniques related to community education through all possible means for the Idaho State Department of Education, local school districts and other community institutions and agencies in the area being served by the Center.

2. The Idaho Center will assist local school districts and other community agencies to implement or expand those community education programs in the area being served by the Center.

3. The Idaho Center will provide pre- and in-service training for community education directors, coordinators, teachers, advisory committee members, Mott Foundation interns, and other interested persons in the area being served by the Center.

4. The Idaho Center will affect change at Idaho State University and at other institutions of higher education throughout the State in the development of the community education concept.

5. The Idaho Center will assist in the development of miscellaneous, yet supportive, activities that will further the basic designs of community education throughout the State.

Program Accomplishments

In review of the program activities engaged in during the 1972-73 academic year, both under the sponsorship of the Idaho Teacher Corps project and the Idaho Center for Community Education, the following accomplishments can be reported:

1. Community education programs were established in ten rural school districts in Idaho.

2. Community education programs were expanded, including local tax funding amounts, in four school districts.

3. Seventeen new community schools were opened with many local rural residents participating and enrolling in various community education activities.

4. Numerous training conferences and seminars were held, both on campus and in the field, for local community education directors, coordinators, advisory committee members, teachers, and other interested persons.

5. Informational and training materials have been sent out in response to numerous requests from local school district, State Department of Education and other local agencies and institutions.

6. Numerous visits were conducted to local groups and organizations (Chambers of Commerce, Jaycees, Parent-Teacher Associations, Rotary Clubs, etc.) to provide information about the basic concepts of community education.

In review of the program activities engaged in during the 1972-73 academic year by the local school district community education programs, the following accomplishments can be reported:

AMERICAN FALLS - Mrs. Erma Crompton, Community Coordinator

The American Falls School Board has approved the full use of the Hillcrest Elementary School as the center for district-wide community education activities. The other facilities in the district will be available when needed. The Community Coordinator has made numerous contacts with instructors who have expressed a willingness to teach in the community education program. Enrichment programs began last spring semester with a variety of course areas and activities being offered.

The Coordinator has visited with local governmental, service and church groups in the community to solicit their help and support. The Chamber of Commerce has agreed to support the development of a Migrant Information-Education Center in American Falls wherein persons may seek assistance in locating legal, medical, consumer, recreational, and educational help.

The Volunteer Aide program, which began last October, now has 32 parents involved at the Hillcrest School.

ARCO - Mrs. Mary Larsen, Community Coordinator

The Butte County Community Education program was initiated with the distribution of a county-wide survey in September, 1972. When the results of the survey were tabulated in mid-November, an assessment was made as to the direction of the community education program. An Advisory Committee of 12 members was formed. The Committee, under the leadership of the Community Coordinator, established the policy, direction and program for the community education program. Between January 10 and 12, 1973, course registration was held, and on January 15, the first courses began. A total of 151 persons enrolled in 8 separate courses.

A second session was conducted between March 29 and May 10. Over 125 persons were enrolled in 12 separate course offerings.

A summer planning program is being deisgned to meet the needs of the aged-retired persons of the area.

BOISE - Mr. Tom Richards, Program Director

The year-round Boise Community Education program involves between eight and ten thousand persons. Three schools are used on a permanent basis, with seven schools being used on a part-time basis. The program is funded on an equal basis by the local school district and the Model Cities program. Cooperating agencies include Boise State College, Idaho National Guard, Boise-Cascade, and other local organizations and agencies.

An Idaho Community Education Workshop will be held August 13-14-15, 1973 in Boise.

BLACKFOOT - Mrs. Bernice Ball, Community Coordinator

The Fort Hall Elementary School Community Education program was directed toward the youth of the school. Under the direction of both the Teacher Corps Professional Coordinator and the Community Coordinator, Cub and Boy Scout troops have been formed for the boys through the sixth grade, and Blue Bird and Camp Fire Girl troops have been formed for the girls. A $400 Wohelo fund was utilized to organize the girls' program. Mothers of the children involved have volunteered their time and efforts to be den mothers and leaders.

Leading members of the Fort Hall Indian Reservation have been used as resource persons in the classrooms during special activity days. Also, members of the tribe have been involved in advisory capacities to assist in the development of special projects, particularly in relation to the summer community education program.

As a result of the Fort Hall program, the Blackfoot School District intends to expand the community school concept into the entire district. They have hired a full-time community coordinator to provide leadership to the program.

BONNEVILLE DISTRICT - Mr. Dean Welker, Program Director

During its four year history, the Bonneville District #91 Community

Education program has offered a wide variety of educational and recreational activities. Coordination with church and other community activities has provided greater utilization of the school facilities. The "community school" has become a reality.

BURLEY - Mrs. June Cole, Community Coordinator

Under the direction of the team leader and the community coordinator, an attempt is being made to develop a county-wide community education program. A Community Education Advisory Committee is being formed. It is composed of representatives from civic, migrant, religious, and educational groups to help coordinate the program efforts.

A summer program involving the team leader, interns and volunteer aides has been implemented to support the Migrant Camp educational program.

FILER - Mrs. Winona Watson, Community Coordinator

The Filer community education program has been active since October, 1972. Since that time, a Community Education Advisory Committee has been formed and has since expanded its membership to 16 active members; a number of community education activities have been conducted, including the organization of a boys' boxing club, a wrestling program, beginning and advanced candlemaking courses, powder-puff mechanics for women, a couples P.E. program and some homemaking activities; and a volunteer aide program, involving 26 mothers and 4 fathers, has been developed around a motor perception activity program in the Filer Elementary School.

A program has been developed to attempt to meet some of the social, educational and recreational needs of the aged-retired in Filer. An initial meeting has been held, involving over 90 persons and plans are being made for further activities.

The Filer School Board and administration have been most generous in supporting the community education program and in providing the full use of all of the district's school facilities.

IDAHO FALLS - Mrs. Anita Hosking, Community Coordinator

The community education concept has been well received at the Dora Erickson School in Idaho Falls. The emphasis has been placed upon offering some type of program to all age groups. For example: the school is used on a weekly basis by both Boy and Girl Scout groups for meetings, and the school is sponsoring a Cub Scout troop; the school library is open in the evenings for children; the school gym is open in the evenings for youth and adult basketball and volleyball activities; and several homemaking demonstrations have been given to numerous women in the area. A modern math for parents and a first-aid class have been offered through the community education program.

The community coordinator indicated that "our main objective is to have the Dora Erickson School become an integral part of the community. A school belongs to its patrons and the more they are able to use it the more responsibility they will assume in supporting and maintaining school programs."

As a result of the above activities, the Idaho Falls School District has initiated plans to develop a similar community education program in the other elementary schools in the district. At the same time, the district's Parent-Teacher Association Council had decided to make community education their organization's primary working objective for the coming year.

PARMA - Mr. Dom Iaderosa, Community Education Director

The Parma community education program was organized last September. Since that time, a community survey has been conducted and from the results two activity sessions have been held. During the winter and spring sessions over 500 persons were enrolled in 20 activities. A summer session is currently in full swing.

POCATELLO - Mr. Russ Mager, Program Director

The leading feature of the Teacher Corps community education program at the Bonneville Elementary School is that it is emersed and totally supportive of the present on-going community education at the school. The community coordinator, team leader, and all of the project interns have become participating members of the present Advisory Committee; the community coordinator spends 15 hours a week helping to organize and supervise various community education recreational activities; and the interns are contributing to the supervision of after school basketball activities, science study field trips, the use of volunteer aides in the classroom, and other community education activities.

Of major importance has been the experience received by the project interns in functioning in an on-going, successful community education program.

PRESTON - Mrs. Nancy Pearce, Community Coordinator

The East Side School District community education has been functioning since November, 1972. Since that time, over 600 persons have become involved in various community education programs. The initial effort was the sponsoring of a women's physical exercise program which attracted over 80 persons. In January, nine course areas were offered, ranging from knitting, sewing and pattern construction, and small engine repair to various physical education courses. All of the courses offered were filled.

A second nine-week spring program was conducted and a summer activity and theater program are being scheduled. The interest and participation of the residents of the school district is wide spread.

Under the direction of the community coordinator, a district-wide Community Education Advisory Committee was orgniazed in November. Since that time, orientation, organization, and program development meetings have been held; the members have been active in the publicity and registration of the program; and they have served in coordinating the school's community education program with other adult-community education programs in the area.

The community education program has received the generous support and encouragement from the district school board and administration.

REXBURG - Mr. Brad Dalling, Program Director

During its two years of operation, the Rexburg Community Education Program has expanded the use of the school facilities and has provided increased recreational and educational opportunities for the members of the community.

RUPERT - Mrs. Helen Cravens, Community Coordinator

The community education program at the Pershing Elementary School has been designed primarily to get parents and other residents involved in the school program as aides and resource persons. The volunteer mothers have assisted, since mid-September, in the motor perception program for the 1st and 2nd grade. They have also assisted in the library area; in the classroom; in conducting special school activities such as the school carnival, Thanksgiving Dinner, etc.; and in contributing greatly to the total school program. The volunteer fathers have assisted in making various motor perception equipment and in moving various school furniture and equipment.

Since mid-December, various homemaking and avocational demonstrations have been conducted at the Pershing School. These have included candy making, Christmas home decorating, chenille handicraft, candlemaking, and cake baking and decorating. A physical education program for women involved over 40 persons.

The community coordinator indicated that "progress is being made to reach and educate the Pershing community."

TWIN FALLS - Mrs. Mary McCluskey, Community Coordinator

The Twin Falls community education program has been active since December, 1972. Since that time: a 14-member Community Education Advisory Committee has been formed; steps have been taken to familiarize the school board, the school administration and the public with the concept of community education; and an interest survey has been developed and distributed to over 500 families in the Bickel Elementary School attendance area. When the results of the survey were tabulated, a decision was made to provide three course offerings through the Bickel Elementary School. Each course was filled to capacity. As a result of these activities, the school board has decided to expand the program during the coming year to include other schools in the district.

A successful tutoring program for Mexican-American adults has been developed by one of the project interns. Also, parent aides have been used occasionally as resource persons in a number of classrooms at the Bickel Elementary School.

Projected Program Plans for 1973-74

As observed from the above review of local community education programs, plans are being made, and in some cases already implemented, to expand the single "community school" program into a district-wide program. It has been observed that local school districts have already provided various forms of local leadership needed to adequately operate a program and developed alternate methods of financing their local community education efforts.

In review of the projected Idaho Center for Community Education plans for the 1973-74 school year, the following recommendations are being pursued:

1. The expansion of the community education program offerings. At the present time, the majority of school districts have followed the traditional adult education patterns to develop community involvement and to satisfy some of the community's basic educational and recreational needs. Attempts will be made to project the community education programs into the standard K-12 program as an enrichment activity. Efforts will also be made to expand the program areas to include greater pre-school activities, where needed, and to seek greater involvement by the aged-retired in many communities. Potentially, a fully operational community education program can provide program activities from the earliest childhood activities through the retirement years.

2. The extension of the community education into additional community schools. As already noted, many school districts have expanded their community education from the designated single school concept into other elementary and secondary schools within the district. At the same time, additional parent groups have become involved in the community education effort through these local expansions.

3. School districts will assume the financial obligations related to the community education program. As each school district becomes increasingly committed to the basic philosophy and concepts of the community education effort, they will naturally assume many of the financial responsibilities involved. The major financial obligation involved is to provide funds for the salary of the community coordinator.

4. School districts will provide greater leadership opportunities

within the local community education program. With anticipated increases being made in the scope of the program, in the number of community schools involved, and in the financial obligation being incurred by the local school districts, it is only natural to assume and expect that the local school districts will expand the opportunities for local program leadership.

5. Provide additional training for the community coordinators and advisory committee members. Operating under the assumption that the local community education programs will be expanded, additional training will be provided by the university staff. This training will be carried out primarily on-site. A model for this type of training will be developed.

6. Develop recommendations for expanded use of community education advisory councils. To date, advisory councils have been invaluable in the development and implementation of local community education programs. They have been actively involved in assessing community needs, in program development, in assisting with the management of the program, and in the evaluation of the program. However, all advisory councils have not been involved equally in these activities.

7. Develop a model for the implementation of a community education program in rural communities. Most of the national activities related to the "community school" concept have taken place in urban and suburban settings. Very little has been done in predominantly rural areas. From the experiences generated from this Teacher Corps project, firm guidelines should have established concerning the development, implementation, financing, management and evaluation of community education programs in rural areas.

8. Coordinate graduate research studies, at a Masters degree level related to various aspects of community education. Already in progress are two Master's degree projects, being conducted by two team leaders, related to A) state guidelines for community education, and B) program evaluation criteria. More shall be done in these areas, particularly with interns involved.

9. Develop greater interest on a State-wide basis in community education development. To date, the Idaho State Department of Education has not been involved and has not provided its active support to the program, even though they have verbally supported the Teacher Corps community education efforts. With the expansion and refinement of the Teacher Corps program, and with graduate research being contributed, the possibilities

of generating State Department interest is increasing.

10. Develop greater interest in the establishment of a State-wide professional association related to community and adult education. In the past, those persons involved in various areas of community and adult education, including continuing, recreation and Extension Division personnel, have not been represented by a common association within the State and have had very little opportunity for shared communication, leadership development, program analysis, and other professional activities. The success developed through the Teacher Corps community education program might facilitate these activities.

Long-range Plans for the Idaho Center for Community Education

The long-range plans for the Idaho Center for Community Education are somewhat similar to the 1973-74 program plans. There will be emphasis upon local program expansion, increased training opportunities, the generation of additional funds for the local school district programs and for the Idaho Center, and the development of a graduate-research program in community education at Idaho State University.

There are, however, three major objectives where special emphasis will be given in the future. First, there is a tremendous need for a uniform system of State-wide leadership in Idaho in community education. This can only be accomplished through the development of a community education specialist(s) position at the State Department of Education level. This type of position would encompass the following activities: State-wide program dissemination, implementation, supervision and evaluation; legislative encouragement and direction; financial support--both now and in the future;and the coordination of program leadership and training activities.

Before this can be accomplished, however, two events must take place: A) the State Department of Education must make a policy and administrative decision to support community education as an integral part of the total educational program being offered in each community throughout the State, and B) funds must be provided for the initial support of the described position(s).

The second major future objective of the Idaho Center would be the expansion of the use of the State's institutions of higher education in the training of local or area community education personnel and the dissemination of information to local or area programs. For example, Idaho State University could continue to service Southeast and South-central Idaho, Boise State College could service the southwest and west-central portions of the State, and the University of Idaho could serve the northern areas of the State. This could result in the possible establishment of three Idaho Centers for Community Education.

The third major objective would be the establishment of a State-wide professional association that would serve in the capacity of facilitating greater internal coordination within the ranks and activities of all adult and community educators within the State.

Relationship to the Community School Bill

The proposed Community School Center Development Bill would be a "benchmark" piece of legislation in the community education field. It would definitely establish a standard from which other federal and particularly state legislation could be introduced and enacted in the future.

Related to the future objectives of the Idaho Center for Community Education, as spelled out in the above, the proposed bill would facilitate and partially ensure the continued development of the Idaho Center itself at Idaho State University. The establishment of two additional Centers in Idaho is also a possibility if funds are available.

Funding for the development of local community school programs is somewhat encouraging, provided the funds are limited to leadership purposes and that there would be a certain element of "financial matching" on the part of the local school districts.

The major weakness of the bill is that it overlooks the need for State-wide leadership at the State Department of Education level. As explained in the above sections, State-wide leadership is absolutely necessary for the establishment of a unified form of program development, supervision and evaluation, for legislative support, and for generating financial support.

Another weakness of the bill is that it should encourage special research projects and program evaluation methods that will facilitate the eventual "improvement" of all community education programs.

Respectfully submitted by,

Don Jeanroy

Dr. Don Jeanroy, Director
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7/5/73

Senator CHURCH. As the present chairman of the Committee on Aging, I am especially impressed by the usefulness of community education to older Americans. My Idaho letters have many references to senior citizens, but perhaps the most extensive community school program for the elderly is in Boise. There, the local government and the State office on aging have joined forces. I think so much of this program, and the other activities in Boise, that I asked the Boise director of community schools, Tom Richards, to report to this subcommittee. It is a pleasure to introduce him to you as one of the most dedicated and effective educators I have had the pleasure to meet.

Senator WILLIAMS. We appreciate that very much, Senator Church, and we look forward to Mr. Richards' statement.

STATEMENT OF TOM RICHARDS, DIRECTOR OF COMMUNITY SCHOOLS, BOISE, IDAHO

Mr. RICHARDS. Thank you, Senator Williams, and Senator Church, thank you.

This hearing on this bill today is most encouraging. We have looked forward for a long period of time to achieving this point of progress.

We very much appreciate the opportunity to join you today for remarks concerning Idaho's community education program.

Boise, Idaho, is a community of some 80,000 residents. Up until June, 1971, Boise's schools were open only to some 22,000 students between the ages of 6 to 18, and then only 165 days a year.

Community schools became a reality in Boise in June 1971. Three school buildings initiated programs on that date. Since June 1971 to present, Boise's schools are open to all persons regardless of age, education, or economic level on a year-round basis.

Originally funded through Model Cities, Boise's Community Schools, in 2 years' time, have grown from a program in three schools and 200 people to one that includes 14 schools, various public agencies, and several private business facilities. Over 2,000 persons registered and participated this spring, and several hundred more were on waiting lists for full classes.

Figures and statistics are not, however, the story of community schools.

The total of community education is the family who attends their school as a family. The first grade boy, who on his first day of school displayed no fear while many of his classmates were in tears, upon being asked his source of calm, told his teacher: "This is my school my Mom and Dad and brothers and I have been here a lot." The intangible benefits that are hard to put on paper are endless.

The term "seniors" in schools no longer connotates just a 17–18 year old youth in Boise; it also refers to a student who is 60 years or older.

Witness the 91-year-old lady who enrolled in the Community Schools' Adult Media Learning Center. When asked if we might know of her motivation, as finding a person of her experience in school is rare, she quickly responded: "In the last couple of years, I've noticed my memory is slipping a bit and I'm here to work on it."

Seated alongside is a tall, trim, 25-year-old divorcee, mother of two, who appeared before the Boise Independent School District Board of

Trustees to testify that, "Community schools gives me the chance to improve myself educationally, to get a good job, and off of welfare."

Our Adult Media Learning Center is open to any person 14 or older and offers an individualized self-learning program which allows a person to progress as rapidly as he chooses. The 15-year-old whose ability is superior can complete his preparation for his high school equivalency diploma and go on to college ahead of his age group. An employer called Community Schools, relating, "I've got a 19-year-old boy who is an excellent employee but has no chance for future improvement because he can't read well enough." He attended Community Schools' Adult Media Center and now enjoys a bright future with the electrical contracting company.[1]

Spring 1973 found over 120 activities a week being offered through Community Schools. At East Junior High Community School, the weekly nighttime Community Schools' enrollment surpassed the daytime enrollment. Who attends? An eye doctor in a welding class; an insurance broker near retirement is taking a Spanish class with his wife as they prepare for a trip to Spain; the director of a State department whose love of antiques finds him "front and center" for every antique class.

One of our Spanish classes is taught by a 70-year-old lady who is a Spanish American, and what more natural thing than a senior citizen using her lifelong skill in her native language to share with others in the community who wish to gain those skills.

Our second teacher in the Spanish program, a 19-year-old college sophomore, gained her skills while traveling with her father in the U.S. Air Force. This gives you some picture of the variety of the background of the instructors who utilize their talents to share with other community schools.

I would also point out that 60 percent of the teachers in Boise's Community School program are volunteers and are not remunerated in any way.

The generation gap evaporates with the advance of community education; witnessed by a young man with shoulder-length hair, a full-flowing beard, leather headband, garbed always in clean levis and sandals. In the basement of an ancient elementary school, you will find this young man, representative of the "relaxed generation," surrounded by men and women from the "establishment" segment of our society; ladies from high income levels mixing freely with this teacher; and fellow students of his philosophy.

Prior to this class, those "groups" would rarely exchange greetings; through community schools they have found a basis for admiration and respect and friendship. What generation gap? Community Schools' typing class finds a grandmother and her granddaughter sharing the challenge of typing skills. Grandmother to "brush up" as she considers returning to employment and granddaughter to "help me with my schoolwork."

Gentlemen, it is not typing that is paramount, it is the sharing of time together—a family experience.

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[1] Individuals who did not complete their schooling in their youth, return to work toward their GED. As one man told the school board of trustees, my boy's in East Junior High and I find I'm falling behind my son. By working at Community Schools' Adult Media Center and having my equivalency diploma (GED), my son is proud of his dad and I'm sort of proud of it myself.

Historically, those who have given a lifetime of support to our schools have been excluded from their use. I refer to our senior citizens. Community schools ends this unacceptable condition.

In January 1972, Boise's Community Schools initiated a program for senior citizens. Senior participants suggested names for their program. A panel of judges selected XYZ—standing for Extra Years of Zest. The senior lady who submitted the winning title received $25 worth of free shopping donated by a local supermarket. In March 1972, minibus rides began for seniors; during June 1973, 700 rides were provided.

"Blue Lady" in Boise means a blue Volkswagen, nine-passenger van. Community schools' first Blue Lady was purchased with funds through the Idaho Office on Aging, under the direction of Mr. Wil Overgaard.

Gentlemen, another point as to how Federal moneys plant a seed and local citizens nourish the plant. In May of this year, seniors' needs for transportation had outgrown Blue Lady I, and Blue Lady II joined Community Schools. Local seniors are raising funds for her purchase. Doctors, supermarkets, seniors' groups, public service agencies all are now readily available with "The Blue Ladies."

Senator Williams. I wonder if we could interrupt you here because we have to go to the Senate Chamber to vote.

[Short recess.]

AFTER RECESS

Senator Williams. We will reconvene.

Mr. Richards. Realizing that time is pressing, I will condense my comments. I have mentioned that the seniors had one minibus called the Blue Lady which provided transportation in the spring of this year, and that the number of seniors needing transportation, which is quite an obstacle, in Boise had reached a point where a second Blue Lady was obtained under a lease program, and the seniors are currently funding local moneys and donating through a variety of methods to obtain permanent ownership of the second Blue Lady.

Prior to Community Schools, only youngsters benefited from public school cafeteria facilities. Today in Boise, at North Junior High School, for example, you will find youngsters over 60 joining those 13–14–15 in cafeteria lines. Nutrition! A definite problem for seniors. Now for 50 cents a hot meal and equally as important—fellowship—the sharing of a meal with others! Young people listening to the tales of those with long years of living and seniors gaining zip and laughter from the enthusiasm of the young; each gaining tolerance and understanding of one another.

No longer do seniors face the grim prospect of a lonely, cold meal nor the trial of crosstown transportation to a public restaurant. Rather their neighborhood school is a meeting place for them and their friends to share a hot meal.

For seniors who physically are unable to leave their residence, Community Schools provides "Hot Wheels"—meals on wheels—prepared through June of 1973 by a local restaurant who charged only for the food and donated their overhead costs. Now a local resthome with professional nutritionist and dietitians prepares the meals and gives Community Schools the capability of providing any type of special diet needed. Local physicians can list the diets needed by their patients who are recuperating from illnesses or who are permanently immobilized. By calling Community Schools the physicians know their patients will receive the proper diet.

Thanksgiving and Christmas holidays, to most of us, are days of love for many of Community Schools' staff and volunteers. Staff members, their children, and friends pitch in with the "frontier spirit" to deliver special Thanksgiving and Christmas dinners to homebound seniors.

Weekly daytime hours find Lowell Community School full of first through sixth graders in their classes while in the basement area seniors enjoy the learning and fellowship of ceramics classes. A Saturday at Whittier Community School finds, in the morning: little people roller skating in the gym; early afternoon, Retirement Jobs Inc., a job placement service for seniors, meeting in the gym.

Then Saturday night 80 to 100 seniors show their years haven't slowed their step as a live band of seniors sends forth strains of long-remembered favorite dance tunes. Mr. Claude Almandinger, an active volunteer senior in Community Schools' XYZ, told me one Saturday night at a senior dance: "Tom, I don't know which one it is, but one of these boards is mine! I've been paying for it all my life; and now I'm having fun using it!" Smiling, he danced away with his partner.

Our chairman of the XYZ Advisory Council is a retired Federal employee and freely states, "I used to be opposed to use of the schools, but I guess you can see my change of attitude. I'm chairman of Community Schools' XYZ Advisory Council now."

Another intangible benefit of community education, seniors in Boise and our Nation have not supported school bond issues due to limited incomes and no longer deriving any direct returns or benefits. Today, Boise seniors support their schools and have personally joined school board meetings to state their support and enthusiasm. Increased support means necessary funds for all school programs resulting in more and improved learning materials and conditions for all ages.

The same situation holds true for childless couples and single persons. For years they have been shut out of our schools and, in turn, have shut schools out in bond elections. With Community Schools they can and do participate and support the total school program.

Community Schools: XYZ has a weekly calendar in the city's major daily paper, the Idaho Statesman, listing all the coming week's activities of interest to seniors. The calendar reflecting the community part of Community Education in that the Statesman donates the space for the column which has grown to one-half a page or more in size. In addition, the Statesman prints the column in bold large type to ease the strain on tired eyes.

Ms. Annie Jones originally joined Community Schools' XYZ as a member of a quilting group. Upon overhearing Community Schools' staff comment on their failure to find a person to teach knitting, she stated, "Maybe you're asking the wrong people"—another Community Schools teacher was born.

I talked to Annie last week and her story is the story of Community Schools, "Tom, you'll never know what Community Schools means to me. I knitted each of my class a momento, something special, and you know on the last night of class, they had a suprise dinner for me and gave me a gift. I'll teach for Community Schools always; I've made so many new friends and I feel I'm useful and needed again."

Senators, this is Community Education, no longer just facts and knowledge, but an opportunity for a community to once again become neighbors and friends who give to and share with one another. In the case of so many seniors—once again becoming a contributing member of our community—being somebody.

Community Education: From the preschool child of 3 to the senior of 92; from the uneducated 40-year-old man who could not read and now can take home the 2-percent milk his wife requests, instead of buttermilk; to the Vietnamese girl who can speak English and prepare American dishes; from the wealthy real estate broker who teaches his speciality; to the VW dealer who allows one of his mechanics to teach in Community Schools; from the high school junior who volunteers as a teacher 2 nights a week; to the professional modern math for parents; to origami for all; and shorthand, French, German, and Swahili; typing, English, and American Government; all of these you can find in Boise Community Schools. But perhaps none says what Community Education truly can be like in the Hebrew class on Friday nights and Saturday mornings in Boise, Idaho, and which is taught by a mormon.

This represents Community Education.

Thank you very much.

Senator **Williams**. That is a remarkable story, Community Education in Boise, Idaho, remarkable that so much has been done in so little time, just 2 years.

Mr. **Richards**. Yes, sir, that is correct, 2 years old this past June.

Senator **Williams**. Mr. Richards, you are a teacher, as Senator Church told me, in the school system of Boise?

Mr. **Richards**. Yes, sir, that is correct.

Senator **Williams**. You were part of the birth of the Community School program there?

Mr. **Richards**. Yes, sir. We had a new superintendent who came to Boise from the Mott fellowship program in Flint, Mich., and when he arrived in Boise, he contacted me after being there some time and asked me if I would be interested in pursuing Community Education for the Boise community. and after explaining some of the concepts, I agreed with enthusiasm.

The school district returned me to Flint to study under the Mott program there in Community Education; and in June 1972, we started with a cardtable, folding chair, and have gradually grown to our current program.

Senator **Williams**. And support from the Model Cities program?

Mr. **Richards**. Yes, sir, that is correct. Model Cities decided it fell within their guidelines, and they assumed the funding responsibility for a share of the Community Schools beginning in June 1971. In January 1972 the Idaho Office on Aging indicated their willingness to participate with the senior citizens or to help in the program for seniors and added funding to Community Schools.

So up to this point in time we have been funded, in 1971 by Model Cities, and in 1972 we gained additional funds from the Idaho Office on Aging, and up until June of 1973 this was a source of funding through Model Cities and the Idaho Office on Aging. This past June we received a budget hearing before the Boise independent school district and the board of trustees has agreed to fund 50 percent of the program, so this next year we will be on local funding for 50 percent of the program and the other two agencies will be reducing their funds in like amount.

Senator **Williams**. The other two, Model Cities and the State?

Mr. **Richards**. The State of Idaho Office on Aging and Model Cities, yes, sir, that is correct. I feel like it is a perfect example of what Federal seed money can do. By helping a program reach initiation, a S. 335 Senate bill such as we are discussing would provide this type of seed money to a community and then the local residents themselves would provide the ongoing funds for the necessary help.

Senator **Williams**. You know the departmental views here are opposed to this bill? And, I would like to insert those views in the hearing record at this point.

[The statement of Dr. Marland on S. 335 follows:]

STATEMENT

OF

DR. SIDNEY P. MARLAND, JR.

ASSISTANT SECRETARY FOR EDUCATION

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

SUBMITTED TO

SUBCOMMITTEE ON EDUCATION

COMMITTEE ON LABOR AND PUBLIC WELFARE

UNITED STATES SENATE

July 11, 1973

Mr. Chairman and Members of the Subcommittee:

I am pleased to submit this statement of the Administration's views on S. 335, the "Community School Center Development Act."

This act contains three major provisions intended to encourage the growth and development of community schools. First, it would provide for grants to institutions of higher education for the training of community school directors. Second, it would establish a program of grants to local educational agencies for the creation or expansion of community school programs. Finally, it would create a Presidentially-appointed Community Schools Advisory Council and twenty-five technical assistance teams within the Office of Education. The Council would be charged with advising on community school policy, and the teams would give aid to communities contemplating the establishment of community school programs.

There are many interesting community school projects currently being carried out at a number of sites across the country. While the best known of these is the Mott Foundation-sponsored project in Flint, Michigan, Office of Education data indicate that there are approximately 300 schools in the country which are already following to some degree the community school concept. All of these projects have in common the goal of making a variety of social services more accessible to, and more effective for, a larger number of people than are currently being served by existing schools. Most of the projects also are aimed at more closely involving the community in affairs of the school, and at making more effective use of school buildings.

The Department endorses these goals as worthwhile. We do not, however, feel that a new categorical program of Federal aid such as would be provided by S. 335 is necessary or desirable for promoting these goals.

While no one Federal education program encompasses all of the elements of a community school center as described in S. 335, a number of programs of the Office of Education can be used to provide funds and services for community school activities. Title I of this bill can be carried out under Part D of the Education Professions Development Act which authorizes grants to institutions of higher education as well as to State and local educational agencies for the training of educational administrators, including the training of administrative personnel for community schools.

Title III, ESEA, funds may be used to develop school-community education projects to demonstrate innovative and exemplary practices. The Williams School Project in Flint, Michigan, was financed partly through a Title III grant by the Office of Education and a number of other community school projects have been funded under the State-administered portion of Title III, ESEA.

A variety of services and activities are being provided for disadvantaged children and their parents under Title I, ESEA. Many of these services and activities have similar purposes to and, indeed, are elements of the community school concept. These include cultural and enrichment activities for pupils to supplement the basic school program; summer programs of cultural and recreational participation;

health, nutrition, and other services for pupils through coordinated school and community-agency programs; special services for parents to assist them in improving educational, cultural, and environmental conditions for their children at home; the training of parents and indigenous adults to work as aides and volunteers - and to climb a career ladder; the involvement of parents and community members in shaping and improving programs in Title I schools; and many more.

Under the Adult Education Act grants to States are channeled to local educational agencies for adult education programs. Section 309 of this Act allows the Commissioner to make discretionary grants to local educational agencies. Community-based, adult Right-to-Read programs are funded by the Office of Education. These and other adult education programs can be incorporated into a community school program.

The Administration has proposed the consolidation of several of the aforementioned authorities in the Better Schools Act. Under the support services and materials earmark which would be authorized by S. 1319, local educational agencies could, if they so chose, make use of the funds they receive to support the development or expansion of community schools.

The Department is committed to the concept of services integration and encourages States and localities to put together more comprehensive service models. Community schools represent a viable mechanism for ending the fragmentation of social services that now exists. We feel, however, that additional legislation such as the Community School Center Development Act, which duplicates provisions already established by law, is unnecessary. Hence we are opposed to the enactment of S. 335.

Senator WILLIAMS. Your experience suggests that there is another way. Do you know of any other Model Cities program in any other part of the country that have chosen Community Schools as part of their funding under Model Cities?

Mr. RICHARDS. Yes, sir, I do. I believe there is a Dr. Carillo in the audience today who has had some experience in Arizona. If I am not mistaken, they have initiated Community Schools through Model Cities. I believe there are others in the midwest and east coast.

Senator WILLIAMS. In the definition Model Cities, this Community School idea is not limited to cities, is it?

Mr. RICHARDS. I would say the Community Education Act is necessary if we are going to have community education on a national scale. Model Cities, while providing us with the necessary seed money, and through the local willingness of Model Cities staff to work with Community Schools, we were fortunate to succeed with the seed money, it would not be an adequate type of funding, nor is this program really geared to Community Schools. It is too restrictive.

In our case the first year we were restricted to what areas of the city we could serve, and without the local Model Cities staffs flexibility we would not have survived.

Model Cities is not the ideal or adequate funding source in most cases.

Senator WILLIAMS. Thank you very much.

[The prepared statement of Mr. Richards and other information supplied for the record follows:]

THE INDEPENDENT SCHOOL DISTRICT OF BOISE CITY

COMMUNITY EDUCATION
IN BOISE, IDAHO

Boise, Idaho is a community of some 80 thousand residents. In June, 1971, Boise's schools were open to some 22,000 students between the ages of 6 to 18, open 165 days a year.

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Figures and statistics are not however the story of Community Schools.

The total of Community Education is the family who attends their school as a family. The first grade boy, who on his first day of school displayed no fear while many of his classmates were in tears, upon being asked his source of calm, told his teacher; "This is my school, my Mom and Dad and brothers and I have been here a lot." The intangible benefits that are hard to put on paper are endless.

The term "seniors" in schools no longer connotates just a 17-18 year old youth in Boise; it also refers to a student who is 60 years or older.

Witness the 91 year old lady who enrolled in the Community Schools' Adult Media Learning Center. When asked if we might know of her motivation, as finding a person of her experience in school is rare, she quickly responded; "In the last couple of years, I've noticed my memory is slipping a bit and I'm here to work on it."

Seated alongside is a tall trim 25 year old divorcee, mother of two, who appeared before the Boise Independent School District Board of Trustees to testify that, "Community Schools gives me the chance to improve myself educationally to get a good job, and off of welfare."

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The generation gap evaporates with the advance of Community Education; witnessed by a young man with shoulder-length hair, a full-flowing beard, leather head band, garbed always in clean levis and sandals. In the basement of an ancient elementary school you'll find this young man, representative of the "relaxed generation", surrounded by men and women from the "establishment" segment of our society; ladies from high income levels mixing freely with this teacher; and fellow students of his philosophy. Prior to this class those "groups" would rarely exchange greetings; through Community Schools they've found a basis for admiration and respect and friendship. What generation gap? Community Schools typing class finds a grandmother and her granddaughter sharing the challenge of typing skills. Grandmother to "brush up" as she considers returning to employment and granddaughter to "help me with my school work." Gentlemen, it is not the typing that is paramount, it is the sharing of these two ladies--a family experience.

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COMMUNITY SCHOOLS: A 25-CENT BARGAIN

(By Seaman S. Mills)

Want to increase your efficiency on the job? . . . Find a new hobby? . . . Get enough gusto in your life to sail out of the TV doldrums? . . . Boise's Community Schools has the prescription for personal enrichment and fulfillment. And the medicine doesn't cost much.

During the 1972 fall semester, 1,700 adults trooped back to school five nights a week to take 110 classes ranging from bookkeeping to welding. Secretaries, ice cream makers, musicians, artists, photographers, landscape architects, etc. shared their work-day expertise with eager students bent on getting more out of life.

These 100 civic-minded teachers are offered $2.50 per hour and most of them refuse it. Those who do take the stipend put the money right back into the school effort by paying baby sitters while they teach their neighbors, or, like the man from Caldwell, buy gasoline for their horseless carriage to get to the school on time. Others purchase supplies for their students.

THE MONEY FOR these nominal wages for their evening overtime hours comes from student registrations of 25 cents per class period. A 12-week course in creative writing, for example, costs $3, and the instructor is a working editor who fights the battle of deadlines and misplaced commas just ahead of the hungry presses. She knows what she is talking about and so do the other instructors.

You too may join this elite corps of community tutors. You don't need a college degree or State Board certification. All you need is a knowledge of your subject and a desire to share it. The instructor in Hebrew, for example, is a graduate from a Bible college but never finished high school.

If only five people want a class, the Community Schools staff will attempt to find an instructor. They report an amazing number of people volunteer to teach a subject that's close to their heart.

According to Tom Richards, local Director of Community Schools, classes can be held in school houses within the area defined in the agreement between Boise City and the Model Cities program of the U.S. Government. Any resident, however, can enroll in the classes and attend the school where their choice is being taught.

AS THE 1973 winter semester opens, evening classes will be held in Lowell, Longfellow, Madison and Whittier grade schools, East Junior High, Borah High and the dean of them all—Boise High. Each school has a coordinator who stays on the job until 10:30 at night which results in a 13 and a-half hour day with only lunch and supper breaks. Dennis Robison is at Lowell, and Neil Brooks at Whittier, Harry Lee Kwai is at East Junior and Tom Richards coordinates the classes at all sites in addition to over-all supervision.

One young lady in an accounting office found difficulty with a new assignment of running a posting machine. She got lost with upper level accounting classes but the bookkeeping class in Community Schools has helped her become proficient at her new job. Several persons in the creative writing class have had articles published and had a sweet taste of acheivement.

The concept of Community Schools, according to Dennis Robison, is geared toward developing personal skills and cementing families together. In colonial America the school (often with church held in the same building) was the center of community life. In the shuffle of westward growing pains this concept got lost until astute citizens of Flint, Mich., petitioned their school board to reinstate this policy.

SCHOOL GYMNASIUMS are used for family athletics and "G"-rated movies, square dancing and yogi classes. Middle-aged bony knees have a struggle under a fourth grade desk. But the youthful mind won't be curtailed and books and papers must be unmolested in the orderly fashion previously arranged by the younger set.

Community Schools has a parcel of academic subjects which can teach an adult to read and write and take him on through the 12th grade of high school.

It also has an XYZ (extra years of zest) program for senior citizens where the curriculum travels to senior housing areas to bring a spot of sunshine into oldsters' loves.

Tom Aucutt, local Director for Model Cities, says that Community Schools is the most successful program in the Model Cities repertoire. According to him, Boise City Schools received a grant of $87,300 for the Community School action-year ending October 31, 1973. He says that the expenses of evening use of the school buildings increases the operating costs about 1 percent while the usefulness of the building jumps from 30 to 80 per cent. Other monies in the grant are used to pay overhead expenses and moderate salaries to the staff.

Dennis Robison says that Governor Andrus, Mayor Amyx, Superintendent Youngerman and the entire school board have voiced their endorsement of this dynamic program.

The first semester in the fall of 1971 saw only 300 people per week in the evening classroom. Winter semester enrollment soared to 1,500 per week. Last fall, 1,500 registered again and 250 last-day registrants had to be placed on a "We'll call you back if we can find another instructor" basis.

If you want more information, phone 345-9911 and talk to Marilyn Henderson or Sally Dunne . . . or write to Community Schools, 301 North 29th, Boise, Idaho, 83702.

You can find enrichment for your life in Community Schools—you can fill out your dreams of taking your favorite subject at a price you can afford. For only 25 cents per class you can't afford to miss the medicine.

Senator WILLIAMS. Our next witness is Mr. C. F. Harding Mott, president, C. S. Mott Foundation, Flint, Mich.

Mr. Mott, we are pleased that Congressman Riegle is with you. Congressman, are you here to testify, to make a statement?

STATEMENT OF HON. DONALD W. RIEGLE, JR., A U.S. REPRESENTATIVE FROM THE STATE OF MICHIGAN, ACCOMPANIED BY C. S. HARDING MOTT, PRESIDENT, C. S. MOTT FOUNDATION, FLINT, MICH.

Mr. RIEGLE. I am here, Mr. Chairman, to make a brief statement and to introduce Mr. Mott who comes from my district to the committee.

Senator WILLIAMS. We would appreciate that.

Mr. RIEGLE. First let me say, Mr. Chairman, that it is a great pleasure for me to appear here. I appreciate more than I can express in words the leadership that you and others on the committee have shown in moving forward on the community school idea. This has been an idea that has been growing for some years, but your personal leadership and that of Senator Church has given fresh hope that a national program will be available to people all across the country.

I want to thank you for that leadership and the chance to appear briefly here today.

I also appear as the principal cosponsor of this legislation in the House. We have a broad and growing list of bipartisan support in the House, and sometime this year we hope to get hearings on the House side so we can take action similar to that that is contemplated here on the Senate side.

I think I should in all honesty indicate that I have a particular bias in this subject area because I happen to be one Member of Congress who is a product of community schools. Since community schools started in Flint, Mich., my hometown, it was my privilege to grow up with community schools. In fact I am not sure I would have had the opportunity to run and be elected to Congress had I not had additional opportunities available to me through community schools.

I would like to highlight a couple of points. First, it has been documented that for something less than a 5-percent increase in school cost, a community school program similar to the kind that was described by the witness just before us can be brought into being.

These programs increase the utilization of a school facility by a factor of approximately 2½ times.

In a time when there are all sorts of pressures on the Federal Government budget, a cost-effective program of this kind is rare indeed. We can get tremendous additional mileage and utilization for very, very modest dollar expenditure.

Another major fact that ought to be stressed is that the country does suffer today, both in urban areas as well as rural areas, from a lack of sense of community. It is difficult for citizens and neighbors to stay in touch with one another.

Again I would refer to the testimony we have heard by the previous witness that the community school—probably as much as any vehicle we know—helps create a sense of community for the country.

Finally, Mr. Chairman, here in the District of Columbia we have community schools started. This was a project that took place under the leadership of the Appropriations Committee in the House. If later, members of the committee or other Members of Congress want to see community schools in action, they need not go to Flint or Idaho. We have them within walking distance of the Capitol.

I might say that those community schools in the District of Columbia, which were started as model community schools with funding seed money from the Mott Foundation, have been highly successful and enjoy very substantial citizen support here in the District.

Now it is my pleasure, Mr. Chairman, to introduce to you and the committee the president of the Mott Foundation based in Flint, Mich., Mr. C. S. Harding Mott. The community concept originated in Flint under the sponsorship of the Mott Foundation, under the leadership of the late C. S. Mott and the late Frank Manley.

The idea has grown from its inception in Flint to the point where there are now some 700 school districts across America. Virtually every State of the Union that has decided to pick up this concept and put it to work in their own respective communities. I think that test of effectiveness is probably the most profound one that we could cite. This has been done without broad national program or national support.

But we are at a point where if other communities in the country are to have the opportunity to consider this concept, it will probably take a national program. We are here to testify today on the advantages of providing that opportunity for every citizen of the United States.

It is a great honor and privilege for me to introduce at this time Mr. C. S. Harding Mott, who has given such excellent leadership, strength, and vitality to this program.

Senator WILLIAMS. We appreciate your statement, Congressman. Is this a summer program in the community schools here in Washington?

Mr. RIEGLE. There is. The program in the schools varies from school to school. Each one is unique and is designed to meet the needs of that neighborhood, but some do have summer programs.

Senator WILLIAMS. I am glad you raised that because we will certainly avail ourselves of the opportunity to have the experience of our own community here.

Mr. Mott, we are again in the middle of a rollcall vote in the Senate Chamber, so we are going to have to recess and we will be back as soon as possible.

[Short recess]

AFTER RECESS

Senator WILLIAMS. We will reconvene our hearing.

Mr. Mott, thank you for your patience.

STATEMENT OF C. S. HARDING MOTT, PRESIDENT, C. S. MOTT FOUNDATION, FLINT, MICH.

Mr. MOTT. Thank you, Senator Williams. I too want to thank you for the privilege of coming down here to Washington to talk about something that I have spent the major part of my life in trying to develop and promote, and it certainly is heartening to find such gentlemen as you and Senator Church taking a deep interest in this fundamental opportunity that we face here of expanding the use of our community schools into a full service type of program for the community.

We have all been looking for answers as to how to solve some of our problems that exist in the city and in the country and the frustration of feeling they bring on.

I could talk here for a great deal of time about the development of the Mott Foundation program. I have formal testimony which we can enter into the record, and this will point out some of the points I was going to make.

However, I would like to say that we are gratified that this program is not a specialty of Flint, Mich. People often say if we had a Mr. Mott, we could start that program.

However, we know that in places like Boise, Idaho, it has been tried successfully; in Washington, D.C., the program is in progress. Also in Minneapolis, Minn., you will probably hear later on how that program developed without any financial assistance from the Mott Foundation. And in Miami, Fla., they have over 25 community schools operating; and while we did help seed the program, we are entirely out of it, and it was locally financed and financed through Model Cities and other sources.

In that connection, I would like to point out that for every dollar that the Mott Foundation has invested, we have evidence that 20 other dollars have gone into making this program viable and active in other communities. Now just some of the points that I want to make are that the community school is a logical program because it serves the area where the people live. They can utilize the community school and become active in the adult education and recreation programs. They can take part in developing the needs of the community and in making known the types of programs they would like from their boards of education, and from their other community agencies.

We have a Williams school that was financed by the Federal Government. It is especially designed for school programs, for social agencies to come in, for health agencies to come in. It has a hockey rink and gymnasium facilities for all kinds of recreation, and a swimming pool that is used in the winter with a cover, and in the summer the cover comes off, and it can be used as an outdoor pool.

These are just some of the things that have developed. I would like to also add that our budget—in Flint we spend annually up to $5 million for the board of education. Then we have found out that there was a need for a training program to produce such men, as young Mr. Tom Richards, and so we have a program of $3 million—$2 million is for developing 15 centers across the country that service community schools that request help.

That is why this is in the bill, there is funding to duplicate this type of facility.

We also have a program of training that is under the seven universities in Michigan that provides master's and Ph. D. degrees for candidates who spend a year in Flint and use the school system there and community school program as a laboratory.

Now, gentlemen, I think I ought to bring out that we have spent—devoted funds to this program to the extent of our ability. The Mott Foundation has arrived at its maximum budget limitation in support of further developments and expansion of community education. Therefore, it becomes necessary for somebody else to join in partnership, and my purpose in being here today is to inform this committee that the demands of further expansion in community education has exceeded the capacity of our resources.

Inasmuch as I have been extended the privilege of commenting on bill 335, without violating foundation restrictions, I wish to say that I and the Mott Foundation soundly applaud proposed legislation in the area of community education. In effect, the U.S. Office of Education will be taking on where we as a foundation must leave off.

I am proud of our record at the foundation where we have provided risk capital, and while we have made some mistakes, we have made substantial progress in the bright and challenging concept of educating communities, to help themselves.

Legislation such as this, with a minimal amount of money, will permit the Federal Government to play a leadership role, in the role that it should play, meaning that of maximizing a community's use of its educational facilities and personnel. It has always been a source of satisfaction for us to see how each dollar we invested in community schools have multiplied many times.

We are hardly on the threshold, however, of the development, the potential the community schools holds for our country. We now have 600 school districts that have at least one community school program, and this services an area of 6 million inhabitants, the total area.

However, only 3 percent of the school buildings in the country have been converted to this use.

The CHAIRMAN. What was the percentage?

Mr. MOTT. Three percent. Therefore, there is a tremendous demand and potential to expand this into other areas. We wish to thank the committee for the opportunity to speak on behalf of this subject of community education, and be assured that I and the staff of the Mott Foundation will give to the committee and to the U.S. Office of Education all assistance and information that may be within our power to provide.

I am indeed grateful to come here today. I know that I will be followed by practitioners of the community schools concept across the country that are representative and that will develop the specifics of what this program really means.

Thank you very much.

Senator WILLIAMS. Thank you very much, Mr. Mott. I have not read the annual report, but I have looked through and skimmed it. I gather that the early partnership in creation of community schools and its impetus came from your father and Mr. Manley.

Mr. MOTT. Frank Manley, yes. He was assistant superintendent of schools in charge of physical education, and he noted the lack of use of playground and school buildings, and he thought it was really a terrible waste of resources to see these buildings that way.

We started with five schools in 1935 with a budget of $6,000 It was largely a recreational program, and with WPA and other resources at that time, people came up by the carloads and utilized this facility.

We found out that this alone was not going to eliminate juvenile delinquency and all the problems, so we established a health center and adult education program and as you can read in the annual report, school liaison program, police, or juvenile delinquency programs across the country.

We do have 10,000 to 12,000 visitors a year, and that is the way the word has spread that people have gone back and sent other groups to Flint to find out what is going on.

Senator WILLIAMS. Mr. Richards from Boise received community school training at the foundation, am I right, is this what his testimony was? You have a training program?

Mr. MOTT. Yes. We have a 6-weeks training program. For basic training we have 6 weeks program where they can come and get intensive idea of how they operate.

Senator WILLIAMS. Of the 600 school districts that have community schools, you refer to that number in your testimony, do you know how many were assisted by funds from the Mott Foundation?

Mr. MOTT. Well, I would think it was less than ten percent, because while we have 15 centers and their budget runs as high as $150,000 each for the centers, we allocate about $30,000 a piece in seed money. That does not go too far, but it gets us started in the communities, and then they get the idea and expand.

Senator WILLIAMS. Will the foundation be continuing at its present level?

Mr. MOTT. Yes. We intended to do that and expand as much as we can. And if there gets to be a funding program, we would like to serve as the research and development branch, also these centers have a lot of capability along that line. I am sure when you hear from some of these people that speak more eloquently than I do, that you will get the enthusiasm of this.

Senator WILLIAMS. It is a very moving statement that you have given us and we appreciate it very, very much.

Mr. MOTT. We will help you all we can.

Senator WILLIAMS. Thank you.

[The prepared statement of C. S. Harding Mott, and other material supplied for the record follows:]

THE COMMUNITY SCHOOL DEVELOPMENT ACT

Statement by

C. S. Harding Mott

President, Charles Stewart Mott Foundation

Flint, Michigan

to the

Senate Committee on Labor and Public Welfare

Subcommittee on Education

July 11, 1973

May I open my remarks with an expression of appreciation for the opportunity to appear before this Committee. As you know, the 1969 tax law forbids Foundation personnel from participating in discussions for or against proposed legislation unless specifically invited by a Government agency to do so. Therefore the invitation by this Committee for myself and my colleagues to appear before you is especially welcomed. I assure you we will limit our remarks to Community Education as we know and view it in light of our experience during the past 35-odd years. We hope our comments will be fruitful as you consider Senate Bill 335, described as the "Community School Center Development Act."

So, with that preamble and with greetings to all members of the Committee, I am pleased to open the testimony with a broad overview of Community Education. Others following me will provide specifics and all of us will be pleased to answer to the best of our knowledge and ability whatever questions you may have.

The existence of Foundations goes back to the brink of human history, in the sense that they were private funds set up for public benefit. The Pharaohs of ancient Egypt established funds to promote what they conceived to be the common weal, and Benjamin Franklin usually is conceded to have formed the first Foundation in the United States -- with proceeds to go to "young married artificers." Strangely enough, the purposes of Foundations have not radically changed through the centuries. Each has had a rather precise purpose, be it religion, education, the arts, science and so forth. In the United States, where Foundations have burgeoned more than anywhere else, the Kellogg Foundation is principally concerned with health services; the Kresge Foundation supports construction of buildings for worthy purposes; the Kettering Foundation is mainly interested in higher education, and the recently-enlarged Johnson Foundation is obviously oriented to the general field of medicine.

My father established the Charles Stewart Mott Foundation in 1926 to assist worthy causes and charities in the community of Flint, Michigan. But it was not until 10 years later that a major breakthrough came -- although at the time it was a rather casual incident. An energetic young athletic instructor suggested to Mr. Mott that it was a shame for public schools, and usually their playgrounds, to be closed for so many hours out of every 24. Why not keep them open well into the evening hours, let the kids use the playground and their parents and older folks utilize the school's facilities for recreation, for advanced study if they wished, or for just plain fellowship. Mr. Mott liked the idea and made a grant of some $6,000 to try it out for one year at five schools. Evenutally, community rooms were set up at each school, and at one of the older buildings, everyone agreed the first priority was to do something about the lighting. So flourescents were bought and installed. The program grew largely on its own, according to the needs of the children and the oldsters. Women began instructing each other in cooking and sewing, men became acquainted with budget and income control -- and the kids came off the streets to play in the schoolyard or the gymnasium. It doesn't sound like much now to recount the events of those days, but, humble and homely as they were, thus was born Community Education, a philosophy and concept that has spread across our nation and to many foreign lands. The very fact that the Congress is deliberating its impact upon hundreds of communities and the life-style of the millions of people who dwell within them, as you are doing today, is perhaps the highest tribute ever paid to the Community Education Concept.

The man who had that first dream and, with some apprehension, presented to my father, was the late Frank J. Manley. Mr. Manley's name will be honored for so long as Community Education exists. With what I trust is pardonable pride, I also am hopeful that the name of Charles Stewart Mott will be revered for whatever he contributed to this concept. He was a man of many careers, and successful, but his greatest dedication was toward People, helping them help themselves, which is really what Community Education is all about. He was actively preaching and living the doctrine of Community Education until the very last weeks before his final illness at age 97 earlier this year.

Perhaps at this point I should try to define Community Education. I emphasize "try" because it is not an easy task -- and it means many different things to many people.

In its early days the Mott Foundation set forth its formal goal in these words: "To increase the strength and stature of character in individuals and thereby strengthen our free enterprise system of society."

That philosophy, then, amplifies into two more specific goals which begin to capture the philosophy of Community Education. They are: "To produce citizens of strength and quality, each of whom accepts his full responsibility as a citizen; and, to encourage all citizens to work effectively together in a democratic society of free enterprise toward a better community."

With your permission I would like to inject, at this point, a succinct comment that my father liked to make and frequently did. It went like this: "My work here in our Foundation is not the development of geniuses. It is to help the ordinary man, woman and child, upgrading the people. I do not believe in the so-called dream of a college education for everyone. I do believe that everyone should be given an opportunity to acquire knowledge and education in spite of financial difficulties, and to whatever degree they have the desire and the capacity to absorb it."

Sometimes we hear that Community Education means teaching people how to tie trout flies or decorate cakes. Now if a senior citizen wants to tie his own flies or a young girl wants to decorate cakes, then that isn't all bad. But people who stress these activities miss the entire point. First, it gets people interested in something -- something they apparently want to do and are willing to spend leisure hours learning how. Most important, however, it draws the community into a school, since most Community Education programs are headquartered in neighborhood school buildings. Once in the school, their interest very often orients itself toward further education. There, Gentlemen, is where Community Education comes into its own.

I said I would not go into specifics but permit me one classic example to illustrate this point. In an Arizona town the Community School Director went to great pains to offer classes whereby Mexican residents could become American citizens. Not a single person enrolled despite an elaborate publicity campaign. But one mother happened to express an interest in knitting. A class was set up and immediately 28 women came to learn. When they completed their course, proudly displaying their newly-knitted garments, they were asked if they would like to join a citizenship class. All 28 joined and each of them now is a citizen of the United States.

I think that example -- and countless others like it -- adequately answers the fly-tieing-cake-decorating propaganda which doubtless you have heard or will hear during your consideration of the Senate Bill. And that's enough on the subject of Community Education detractors.

Schools. Why schools as the center for Community Education activities? This is a question sometimes raised by serious-minded people and it deserves a fair answer. And the answer is as logical as it is simple. Schools are the best Community Education centers because:

They are centrally located in neighborhoods.

They have facilities adaptable to broad community use.

They have human resources necessary for identification and solution of human problems.

They are owned and supported by the public.

They are non-political.

When we say schools we usually think of children, but in the Community Education Concept we're looking at the entire community -- pre-school children, children as students, parents, non-parents, and there is a rapidly growing emphasis in assistance to and involvement by Senior Citizens. But first let's do consider the youngster in school, ranging in age say from 6 to 16. In this context I am not talking about a good student or a poor one, a child from a wealthy family or a disadvantaged one, and certainly I am not referring to ethnic background or color or race or religion. Just a youngster in school. Period.

Let's say this child is in school about 5 hours a day. He's getting his education. Right? Wrong. That may have been true two generations ago when the child got his Three R's in school and spent most of the remainder of his time in his father's store or helping on the farm or out earning a little extra income. Those conditions may have been adequate in their time but we have come a long way since then. We now recognize that a child is a product of his total environment -- and his time in school does not represent even one-half of that environment time. When we say a child is a product of and molded by his total environment, it gives us a little pause. For by this we mean his family, nutrition, health, safety, housing, and very importantly, his peers. Add these all up and what do you have? Simply this: the child is molded by the community in a broad sense, by everything that bears upon and influences his growth into manhood. You may cite some exceptions, to be sure, but basically there is a lot of truth in the old adage that the tree grows in accordance with how the twig was bent. This brings us to the crux of Community Education. I'm sure I can't be misquoted or misinterpreted if I paraphrase a bit of Congressional testimony with which you are familar: What's good for the people is good for the community in which they live, and what's good for the community is good for the people, be they little children or senior citizens who need something to brighten their twilight years. I'm reminded that Mr. Mott, still working at the advanced age of 97, had as his motto:

> We approach all problems of children with affection.
> Theirs is the province of joy and good humor.
> They are the most wholesome part of the race, for
> they are freshest from the hands of God.

Those words, incidentally, first were spoken in Washington by President Hoover in 1930 during a conference on child health and welfare in Constitution Hall.

Schools, therefore, are ideal centers for Community Education in its broadest planning and program concept. Activities, of course, frequently must and do take place far from the school locale. We have a grizzled veteran in the West who spent a very few days in school but who is an extremely popular instructor in survival techniques -- and you can bet he holds his classes up in the mountains! In the main, however, the school serves as a civic center, a health center, a socialization center -- the most ideally situated facility where a community can mobilize its resources to come to bear upon problems which it, as a community, identifies.

From our standpoint as a Foundation, the choice of school facilities is quite obvious. It means we can use facilities and staff that already are extant. In other words, we can piggyback on what already is ~~a big~~ investment and thus avoid costly duplication.

Further, as a Foundation we believe that our role as a sponsor of Community Education is an ideal outlet for utilization of such resources as are at our disposal. We believe that we are encouraging community involvement in the community's problems -- we follow a firm policy of planning with people, not for them. We, working through Community Education, offer no 'handouts' in the coarse sense of that term. What we try to do is to provide opportunities. Working through schools and under their public aegis we think we avoid political, religious, racial and similar hang-ups. In urban areas particularly we are convinced that by working through the established school system there is created a much-needed sense of "community", of identity, of "belongingness."

Other speakers will enlarge on this subject, but the use of school buildings makes possible more attention to pre-school activities and greater liaison between parents and youngsters through the entire K-12 learning period. Community Education provides a logical linkage between the home and the school, especially so when parents attend adult education classes in the same building and become personally acquainted with the teaching staff. New channels of activity likewise are opened for senior citizens. We find them serving as baby sitters while parents are in classes, often as instructors and supervisors in subjects of particular interest to them. Community Education programs have in fact opened a whole new world of interest for the elderly. It is an interesting new dimension not even thought of a relatively few years ago but one that now has great promise.

Another intriguing dimension is how Community Education coordinates the efforts of many service agencies. We find this to be true throughout the country. In Flint, for instance, more than 90 service agencies work closely in various aspects of adult education, and at least 34 of these provide facilities for educational programs -- these being in addition to school buildings themselves.

Now to return to one of the first schools in Flint where all this began.

The name of the first real pilot school was "Fairview School," and maybe that was prophetic. At any rate the first year's activities at Fairview attracted a lot of attention, and other schools began asking for similar programs. In a relatively few years the concept spread through all of our community and gradually into other cities and to other states. People came to see first-hand what all this Community Education business was about. Almost incredibly, the number of visitors climbed to 10 thousand then 12 thousand a year. Apparently they liked what they saw because they went home and set up similar programs. They had one problem: where to find Community School Directors. Obviously there was only one source --

Flint. So rather naturally they proselyted our trained directors, and soon they were taking them faster than we could train new cadres. Then in cooperation with seven Michigan colleges and universities, we set up a national training center. This proved to be only a stop-gap. There still were not enough community school directors to meet an ever-increasing demand. Whereupon we began establishing regional training centers at geographically-selected colleges and universities. We now have 15 such Regional Centers, and they are great, but the demand continued to exceed supply. Our next step, therefore, was to set up what we call Co-Operating Centers -- meaning facilities at institutions serving as adjuncts, so to speak, with the 15 established centers. The Co-Operating Centers help alleviate geographic problems and at the same time are less costly than our fully funded Centers. A total of some 30 Co-Operating Centers are now in operation or in an advanced planning stage.

The job these Centers have done is little short of fantastic. A part of their task is to help develop Community Education in schools within their respective areas, and as of now there is at least one Community School in more than 600 school districts throughout the nation. This means that Community Education is available in school districts encompassing six million people. This is not to say that six million people are participating in Community Education programs, but it does show that programs have extended nationally to such a degree that they are available to a sizeable portion of the population.

The Centers have provided a continuing source of graduates trained in Community Education. In the past six years they have, coupled with the National Training Center in Flint, turned out more than 600 graduates with Masters and PhD degrees. The Centers function as a network and as a team. Expertise is interchanged from one to the other. Their accomplishment is a fascinating story in itself.

Now, Gentlemen, we come to the nitty-gritty, and what I have to say at this point emphasizes my most serious gratitude for the opportunity to talk to you today. My message is simply this:

> The Mott Foundation has arrived at its maximum budget limitation in support of further development of Community Education.

Yes, even Foundations do not have a bottomless well of resources.

To recap for a moment. As the Community Education concept grew and began spreading to areas far removed from Flint, Mr. C. S. Mott conceived this to be a crowning achievement in his long quest to try to help his fellow man, and, it was his strong conviction that everyone should try to return to society some measure of the benefits he had received. Putting this belief into action, in 1963 he transferred about 90 per cent of his personal wealth to the Foundation. The Mott Foundation now has assets rated at about $400,000,000 and is among the 10 largest Foundations in the nation, as well as one of the oldest in point of major activities.

In all our years in Community Education, I want to emphasize, we have not been an operating institution. We have tried to serve as experimenters, as generalizers, as organizers. We have endeavored to give financial support to new ideas, to innovations, to things which public monies could not normally be used for. We have not tried to become specialists in adult education, or in recreation, or in any similar fields, but we have tried to help those who want to become specialist in those areas and have new concepts they would like to try out. In a word, the Mott Foundation has tried to make in Flint a "laboratory", if you will. Innovations that were successful could be adopted by other communities if they so wished. Those that failed in Flint likewise would serve a purpose. And I may say that not every idea we've tried has been an overwhelming success. We've had some failures, but that's what it's all about.

In summary, my purpose in being here today is to inform this impressive committee that the demands for further expansion of Community Education have exceeded the capabilities of our resources. It's as simple as that.

Inasmuch as I have been extended the privilege of commenting upon Senate Bill 335 without violating Foundation restrictions, I wish to say that I and the Mott Foundation soundly applaud proposed legislation in the area of Community Education. In effect, the United States Office of Education will be "taking on where we as a Foundation must leave off." I am proud of our record as a Foundation, for we have provided risk capital, experimented, made some mistakes, but we have made substantial progress in the bright and challenging concept of educating communities to help themselves. Legislation such as this, with a minimal amount of money, will permit the federal government to play a leadership role in a role that it should play -- meaning the maximizing of a community's use of its educational facilities and personnel.

It always has been a source of satisfaction for us to see how each dollar we invest in Community Education has been multiplied many times by money from other sources. During the past two years the ratio has been 20 to 1 -- meaning that for each dollar we contributed, 20 more dollars were generated from sources such as federal projects, state appropriations, tuition and fees from participants, and at local levels. That tells us something about Community Education and how Foundation funds, properly allocated, can produce benefits on a multiplying scale.

And yet, Gentlemen, we are hardly on the threshhold of the potential Community Education offers us. We have come a long way from Fairview School, but even so not quite 3 per cent of the school buildings in this country have Community Education programs as a part of their regular function. Perhaps more than anything else, this points up the challenge that can be met by federal legislation.

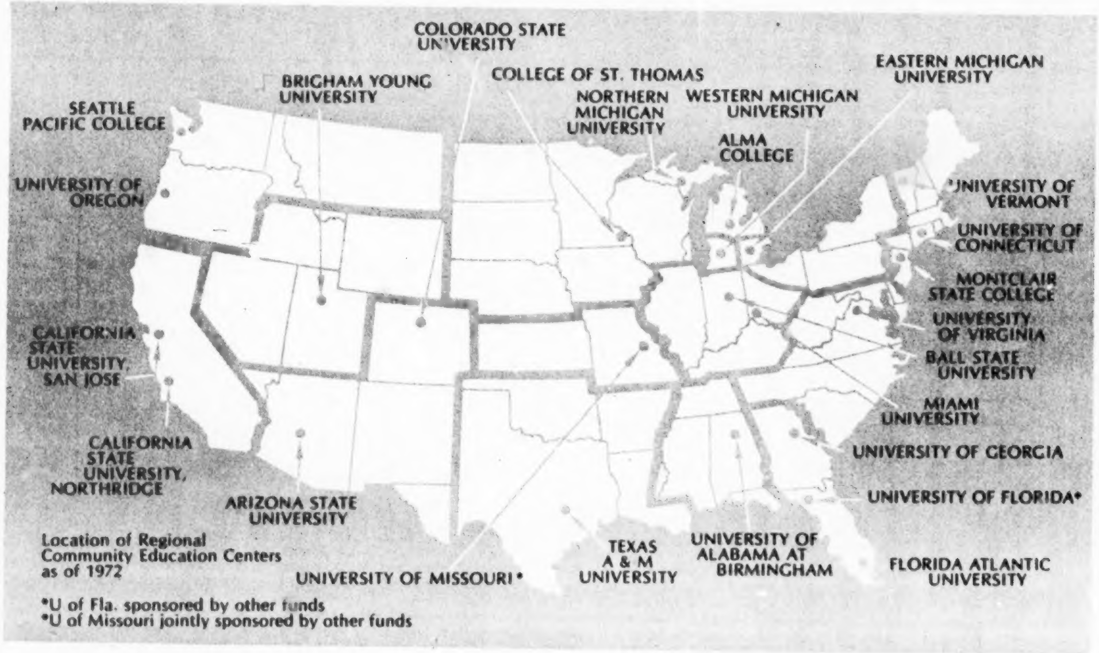
And if such legislation is enacted, let me add, it certainly does not mean that the Mott Foundation is withdrawing its support. Our funds will still be available to do flexible research and development to keep the approach relevant to the needs.

My father, who was never known as a spendthrift, was firmly convinced that the Community Education route was the best way he could spend his personal dollars in his effort to help people to enrich their lives and also the lives of their neighbors.

I wish to again thank this Committee for the opportunity to speak on behalf of a subject which is so close to my heart -- Community Education. Please be assured that I and the staff of the Mott Foundation will give to the Committee and to the U. S. Office of Education all assistance and information that it may be within our power to provide.

Thank you very much.

Locations of Regional Training Centers



Location of Regional Community Education Centers as of 1972

*U of Fla. sponsored by other funds
*U of Missouri jointly sponsored by other funds

APPENDIX I. An Outline of the Development of the Community School Concept

The Community School Concept, its development in our "laboratory"--our home town of Flint--and the encouragement of other communities to try the same thing, have been the chief projects of the C. S. Mott Foundation for its nearly fifty years of existence. In looking back over our "history" since 1926, I think would be helpful for the committee to understand how we happended to choose this vehicle for our charity.

My father, C. S. Mott, who was actively engaged in the work of the Foundation personally until his death last February at age 97, was not a spendthrift. He wanted to see a big bang out of every buck spent and--with Andrew Carnegie--he believed the best thing a man of means could do for his community was to place within that community the appropriate "ladders upon which the aspiring could rise". So---back in the 30's when he was looking around for effective ways to help people help themselves he was taken by the idea a young Flint educator had.

I. a) Frank Manley's idea about using 35 boys' clubs that already existed (schools)
   b) Schools were "sleeping giants" as Senator Church has described them
   c) Start of five schools and good results
   d) Expansion to 20, 30, finally all schools
   e) Disappointment that juvenile delinquency not really reduced

f) Recognition that a youngster is a product of his total environment -- family, nutrition, health, safety, peers, economy, housing -- the community molds the child

g) The idea that a school, properly mobilized and conceived could be a total human resource development center -- would influence total community development

1) Recreation and education from pre-school through Senior Citizens
2) Socialization Center
3) Civic Center
4) Health Center
5) Place wherein community can mobilize resources to come to bear on problems

II. Sensible to a foundation because

a) Uses what is already there

1. Facilities
2. Staff

(Piggybacks on a big investment that doesn't have to be duplicated)

b) Forces community involvement--must plan with people, not for them. Program won't survive if it doesn't get customers

c) Helps people help themselves--no handouts--just opportunities

d) Takes place under aegis of public school--no political, religious or racial hang-ups

e) Gets a lot of bang-out-of-buck

- f) Most importantly, creates a way to rebuild communities within urban areas--a sense of identity, belongingness

III. As Program in Flint prospered, drew more and more attention

- a) 10-12,000 visitors per year
- b) Other communities asked how to get started
- c) At first, they hired away our trained people
- d) Then we began to see need for greatly expanded training
- e) Established intern program--70 people a year--still not enough
- f) Tried helping some other districts with direct funding--not completely successful
- g) Came upon idea of funding college and university Centers
- h) Now up to 15 Regional Centers and 30 Co-Operating Centers
- i) 600 communities have community education in some degree, interest mounting
- j) No way this Foundation, with limited funds can meet growing need

IV. Hence, we applaud kind of legislation as taking on where we must leave off. Believe we have served a foundation function well--have provided "risk" capital, experimented, made mistakes, learned some things and will be most anxious to share with U.S. Office of Education what we have learned.

Believe, at very minimal amounts of money, this bill will allow federal government to play the leadership role it should be playing in this most sensible and practical approach to maximizing a community's use of its educational facilities and personnel.

This plan satisfied a hard-headed Scot that he was getting the most for his own personal money this way.

THE MOTT FOUNDATION

1971 ANNUAL REPORT

We approach all problems of children with affection.
Theirs is the province of joy and good humor.
They are the most wholesome part of the race,
for they are freshest from the hands of God.

A FOUNDATION FOR LIVING

The Charles Stewart Mott Foundation is a private, non-operating foundation established in 1926 to maintain a fund and make grants from the fund for educational, health and similar purposes which improve individual growth and development, and strengthen society.

It works toward these goals in its home community of Flint, Michigan. Its intent is to make Flint a laboratory or proving ground for new concepts in enrichment of living, and it invites other communities to inspect and adopt programs pioneered and developed in Flint.

In 1935 the Mott Foundation joined with the Flint Board of Education in a unique partnership which gave birth to the Community School Concept. That concept has become a powerful force nationally in the field of education, and is typical of the Foundation's efforts to innovate programs which may be beneficially developed by others.

The Mott Foundation is independent of other institutions, commercial and non-commercial.

C. S. MOTT FOUNDATION

1971 ANNUAL REPORT

TABLE OF CONTENTS

President's Perspective 3
Foundation Trustees 7
Frank J. Manley "Father of Community Education" 8
Community Education "Hope of the '70's" 10
Flint Community Schools 18
Specialized Educational Grants 21
The Mott Children's Health Center 22
Specialized Health Grants 24
Community Grants 24
Genesee Recreation Area 26
Big Brothers 28
Financial Report 30
Foundation Staff 40

THE PRESIDENT'S PERSPECTIVE

"All the philosophy about our Foundation can be boiled down to just one word — PEOPLE"

This capsuled statement of Mott Foundation philosophy came into sharper focus during 1971 as the Foundation reached out into new areas of service to people and communities. Efforts in education were broadened in scope at the national level. In Flint, increased support was given to a larger number of community programs in the fields of education, health, and civic progress. Following its historical pattern, the Foundation gave its assistance to projects heretofore untried but which offered high potential as being beneficial to the entire community. And, as in the past, the Foundation is hopeful that ventures establishing new patterns of progress will serve as guidelines for other communities if they wish to adopt them.

During 1971 the Mott Foundation concentrated its efforts in three major areas:

1. Continued national expansion of training and dissemination in Community Education, in cooperation with colleges and universities.
2. New community efforts in Flint in the realms of urban and humanitarian development.
3. Improving of the efficiency and effectiveness of Foundation operations.

The Mott Foundation doubtless is identified more with Community Education than with any of its other activities. Whereas only a relatively few years ago Community Education was a Flint-oriented phenomenon, it now has become a recognized educational force nationally. During 1971 Community Education Centers were established at three additional colleges and universities, bringing to fourteen the number of institutions joining with the Foundation in this program. In addition the number of Cooperating Centers — facilities allied with the fourteen major Centers — was increased to nine. These expansions substantially broadened the geographic base of training and dissemination in Community Education so that it now is available in areas where more than six million people reside. A detailed description of the national growth and impact of Community Education is set forth elsewhere in this Annual Report.

Indicative of how far Community Education has come since 1936 when it began in Flint as an idea and a grant of $6,000 from C. S. Mott, there now is legislation in Congress which would provide for substantial federal funds to support programs at state and local levels. Senators Frank Church of Idaho and Harrison A. Williams, Jr., of New Jersey, sponsored a bill "to promote development and expansion of community schools throughout the United States." A companion bill was introduced in the House of Representatives by Rep. Donald W. Riegle, Jr., of Flint. Hearings on the bills were to begin soon.

At the state level there also was legislative action on behalf of Community Education. The Legislatures of some half-dozen states have passed or have under consideration appropriation bills funding either establishment or further development of community schools in local areas.

The Foundation's efforts on behalf of projects it conceives to be for the betterment of Flint are self-evident in the community. It gave wholehearted endorsement and substantial assistance to establishment of the Human Services Planning Council, which is designed to bring together public and private resources to serve human needs. The United Fund concept of social service in Genesee and Lapeer Counties requires a budget which exceeds $3 million annually, and its work has favorable acceptance throughout the area. As a natural outgrowth of united social efforts, the

Human Services Council was created as a coordinating unit to bring to bear maximum assistance in specific needy areas on a priority basis. We have high hopes that the Council will facilitate allocation of assistance on a basis of when and where it is needed most and thereby bring about maximum effectiveness in meeting social problems of the area.

Revitalization of Downtown Flint is an acute challenge affecting not only the city itself but the adjacent community. The Foundation contributed financial aid and personnel efforts in formation of the Flint Area Conference, Inc., (FACI). We have confidence in re-development of Flint, revival of a new community spirit and regeneration of the business area.

Our efforts and financial support were directed also toward solving other community problems and toward helping Flint to be a better place in which to live. These included grants for a continuing campaign against drug abuse, to aid in family problem-solving, to promote art education and the performing arts, Big Brothers, help for enclaves of disadvantaged people, and promotion of new business opportunities in the community.

For some time it has been a goal of the Foundation to place the Mott Children's Health Center on a self-sustaining basis, and in 1971 a major step was made in this direction. An endowment of $10.5 million was awarded the Health Center in the form of common stock of the United States Sugar Company. Elsewhere in this report an account of operations of the Center is presented in detail.

Internally, the year 1971 was a significant one for the Mott Foundation. Under expert legal guidance the Foundation's trust instrument, its charter and its by-laws were subjected to thorough re-examination. Where necessary, revisions were made to provide accord with current stipulations as set forth by the 1969 Tax Reform Act. These assure the Foundation of a firm legal basis to carry on its activities much as it has for the past decades.

As result of the introspective examination, however, one vitally important step was taken. For several years a move toward expansion of the Board of Trustees has been considered to acquire a broader base at the decision-making level of Foundation functions. Three new Trustees were added to the Board, bringing to it a wealth of wisdom and experience in the fields of finance, legal procedure, and foundation operation.

We believe that expansion of our Board will help us to refine and bring into sharper alignment the purposes and goals of the Foundation. It will help us as we try to take a closer look at achievements as measured against goals of projects in which we are interested. It will give us more depth in value judgments and looking into the future as we try to determine how best we can devote our efforts and resources.

Other important steps were taken internally by the Foundation in 1971. We inaugurated specialized in-service training and study whereby the entire staff participated in a program pointed toward management training and analysis, leadership and planning. A new pattern of goal-setting and evaluation of results entered a formative stage which will continue through at least another year. As a Foundation we recognize that there may not be a precise "body of knowledge" such as might be developed by an industrial or engineering firm in the business world, but we do stress the concept that we can develop and in fact are developing areas of accountability which encompass stated plans, programs, objectives, time limits, and evaluation at specified times during the life of a program we support. This type of "accountability procedure," we believe, may be somewhat innovative in Foundation operations.

Our staff has worked diligently during the past year to improve its administrative ability and to reach out to the real needs of society, particularly as we see it in our local community. Procedures have been instituted to speed up the grant-making function, bring about more realistic reviews of projects, and encourage more productive relationships between the Foundation and grantee organizational personnel.

We created a new post, that of Director of Educational Projects, adding a specialized talent to our staff to work alongside directors and consultants in urban affairs, training and dissemination, planning and evaluation, information, community involvement, and recreation. An effort was made to move the center of action out from the offices of the various staff members and into the fields to which they relate.

In another area which we believe is of consider able importance was an effort to build bridges with other Foundations, to explore mutua interests, and to open up possibilities of working together with them in the future.

The year 1971 was not without its perplexities and business uncertainties. The Foundation felt the increased impact of economic pressures and, to a certain extent, these resulted in limitations on development of new ideas — a situation doubt less shared by many other foundations which also have experienced inflationary erosion. Anothe problem has been stock divestiture as required by the 1969 tax law, but we feel we have complied faithfully with all stipulations of that statute.

Withal, we continue to be optimistic about the future of the Mott Foundation, its goals, and its dedication to *People* for whom we seek a bette and more meaningful life. Modestly, we believe the Foundation has served as a bridge to the future for many people through three decades. We have hope and confidence that the bridge will remain strong and lead to new achievements through the decade of the '70's.

BOARD OF TRUSTEES

Front row, left to right: C. S. Harding Mott, President; Charles Stewart Mott, Honorary Chairman; Ruth Mott, Treasurer; William S. White, Secretary and Vice President

Back row, left to right: William S. Ballenger, Harold P. Rodes, Charles B. Cumings, George L. Whyel, Joseph A. Anderson.

Three new positions were created and filled on the Mott Foundation's Board of Trustees during 1971. Expansion of the Board was in accordance with the Foundation's philosophy of broadening and strengthening the Foundation's base at the policy level. New Trustees named to the Board were:

William S. Ballenger, Jr., senior vice president and trust officer of the Citizens Commercial and Savings Bank, Flint.

Charles B. Cumings, Flint attorney.

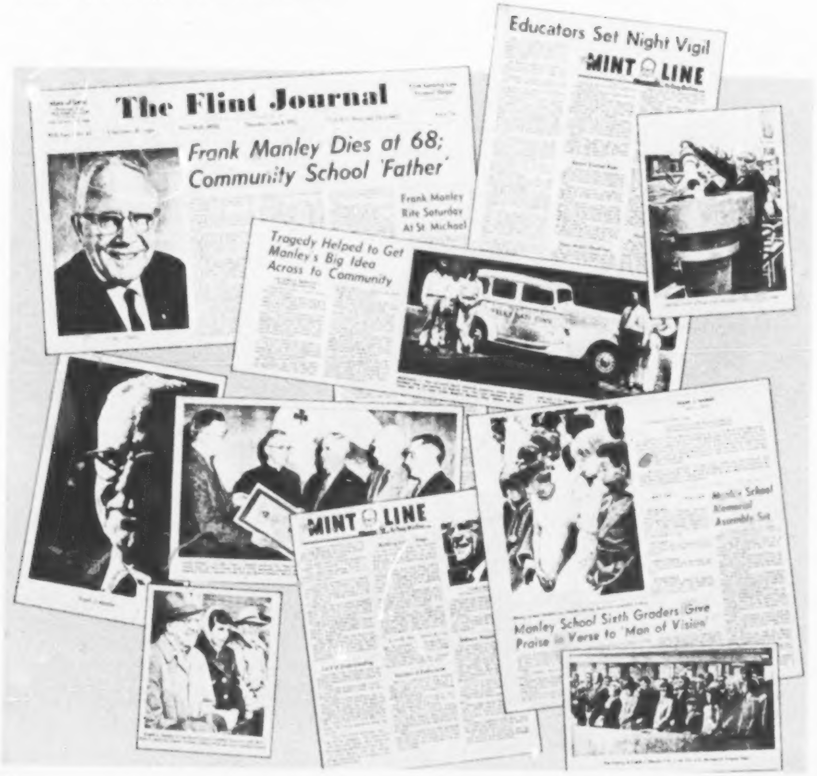
George L. Whyel, president of the Genesee Merchants Bank and Trust Company, Flint.

The appointments, according to C. S. Harding Mott, president of the Foundation, brought to fruition plans of more than a year to draw in "new members with broad experience and a wealth of background and knowledge in matters which are of principal interest to our Foundation." The three new members had the strong personal endorsement of C. S. Mott, who noted that Ballenger and Cumings are natives of Flint, and Whyel has been a resident of the community for more than 30 years. All have been active in leadership capacities in many community endeavors for many years. Ballenger has had experience in Foundation operation through his association with the Ballenger Trust, created by his father who was a pioneer vehicle manufacturer and an outstanding philanthropist. Cumings, also the son of an automotive pioneer, brings a long and successful record of legal talent to the Board. Whyel has been involved in banking and finance for some 40 years.

Ralph E. Gault, a distinguished former member of the Board of Trustees, passed away in December of 1971. Mr. Gault, a native of the Flint area and a prominent attorney for nearly half a century, served two terms on the Board — from May, 1943, to December, 1948; and from June, 1949, to December, 1954. Mr. Gault was memorialized in a fitting tribute by the Board.

"THE FATHER OF COMMUNITY EDUCATION"

FRANK J. MANLEY



The Flint Journal

Frank Manley Dies at 68; Community School 'Father'

Frank Manley Rite Saturday At St. Michael

Educators Set Night Vigil

MINT LINE

Tragedy Helped to Get Manley's Big Idea Across to Community

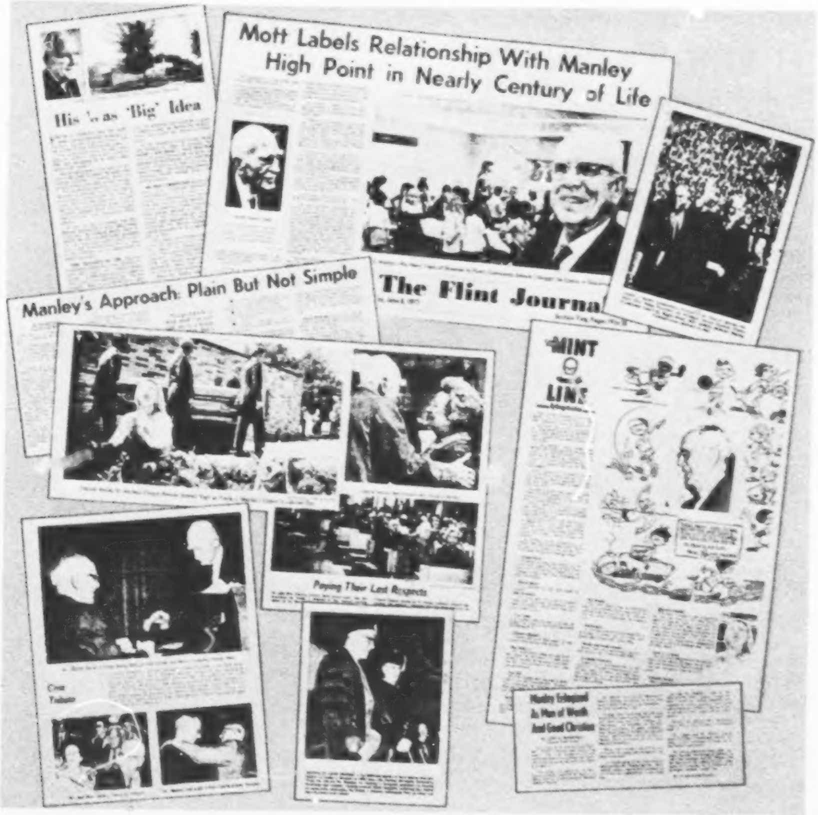
MINT LINE

Manley School Memorial Assembly Set

Manley School Sixth Graders Give Praise in Verse to 'Man of Vision'

To me, Frank Manley meant a fellowship which is a high point in my nearly 100 years of life. Fortunately having some means to try to do some good in this world, I am profoundly grateful that there was a man like Frank Manley to give wisdom and guidance to our philanthropies. Our mutual interest has been people, especially children and young folks, and our goal has been to try to help people to better themselves. Frank Manley's dedication to his goal was imaginative and intense. As Executive Director of the Mott Foundation, he, not the Foundation, made possible the entire community school and community education program as America knows it today. It has been a privilege for me to have known him and worked so closely with him, as a friend, for so many years. There are countless thousands of people in Flint and elsewhere, through three generations, who share in the loss of one who did much to help better their lives.

C. S. Mott, Founder
The Charles Stewart Mott Foundation



His Was 'Big' Idea

Mott Labels Relationship With Manley High Point in Nearly Century of Life

Manley's Approach: Plain But Not Simple

The Flint Journa

Paying Their Last Respects

Manley Eulogized As Man of Wealth And Good Christian

Words do not adequately express what Frank Manley has meant to education in America, and they need not, for the entire community school concept is an everlasting memorial to him. He sparked an idea in 1935 and in all the years since then has given devoted and dedicated leadership to the Mott Foundation's role in expanding that idea until it has become international in educational scope. The concept of community schools, community education in all its facets, community involvement in solving community problems — this was his vision, which now has become a glowing reality and will continue to grow and expand as a constant, living tribute to Frank Manley. The Mott Foundation is dedicated to carrying forward the work he began and led for 37 years.

C. S. Harding Mott, President
The Charles Stewart Mott Foundation

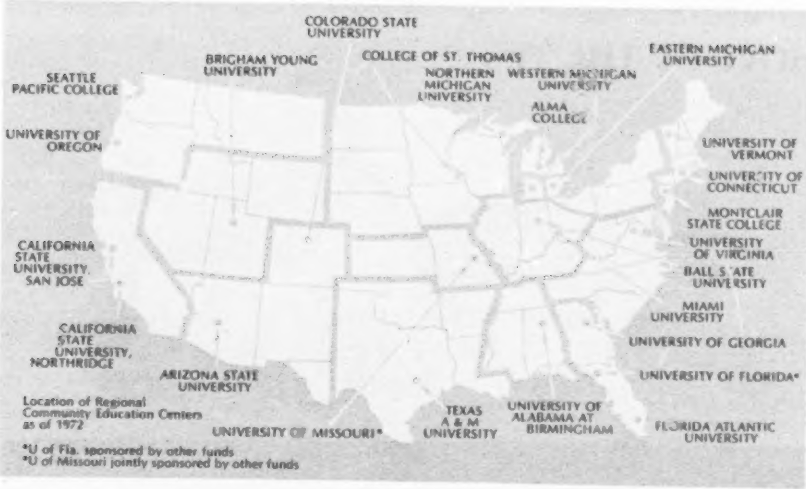
COMMUNITY EDUCATION

HOPE OF THE '70's

Community Education continued to expand on a national basis during 1971. Programs were operating successfully in school districts encompassing more than six million people. This is not to say that six million people were participating in community education programs. Rather, it does mean that programs have been extended to such a degree nationally that they are available to a sizeable portion of the population, and that a substantial number of people within reach of the programs is benefitting from them.

Community Education is a process that concerns itself with everything that affects the well-being of all citizens within a given community. This definition extends the role of education from the traditional concept of teaching children to that of identifying the needs, problems and wants of the community and then assisting in the development of facilities, programs, staff and leadership toward the end of improving the entire community.

Community Education, as a concept of people-involvement in solution of community problems



Location of Regional Community Education Centers as of 1972

*U of Fla. sponsored by other funds
*U of Missouri jointly sponsored by other funds

and as a means of seeking a better life for all citizens of a community began as a program in Flint, Michigan, in 1936. Its progress as a concept became widely recognized and soon visitors from many areas came to Flint to view first-hand the "experiment" being funded by the Charles Stewart Mott Foundation. The number of visitors increased to more than 10,000 a year and it became obvious that an expanded delivery system for information and training in Community Education was imperative. Thereupon colleges and universities which had expressed interest in the concept were selected as sites for Community Education Centers, with the institutions and the Foundation making mutual financial and other commitments.

The number of participating institutions has grown each year. By 1971 fourteen such Centers were in operation, being situated geographically from Connecticut to California and from Oregon to Florida. The Centers are not "adjuncts" of the institutions at which they are situated but rather are fully integrated into the educational system. Directors of the Centers have faculty status and, in some instances, with considerable rank.

In addition to the Centers themselves, programs with somewhat lesser scope were functioning or planned at nine other colleges and universities. These programs, known as "Cooperating Centers," serve as an extension of the principal Center within their respective areas. Each has a Director but the scope of activities is more localized. The map above indicates the location of each Center and Cooperating Center.

No two of the Centers are identical. Each has its own characteristics, its unique problems, and its varying geographic and demographic considerations. All have common objectives, however, which are:

1. Disseminate information on Community Education.
2. Provide consultant service in all phases of Community Education.
3. Generate and supervise training programs for current and potential Community Education personnel.
4. Give assistance to school districts in setting up Community Education programs in schools.
5. Provide leadership and assistance in evaluation.

The concept of Community Education came upon the academic scene at a propitious time. Its national impact began in the mid '60's, a period when lay people as well as professionals were beginning to

COMMUNITY EDUCATION

HOPE OF THE '70's

ask questions. They were becoming restless and uneasy about the whole world of education — ironically at a time when each year there were more students, more graduates, more schools and more teachers than ever before. New avalanches of money being poured into the educational system were not producing hoped-for results. Experiments in team teaching, contract teaching, methodological changes and dozens of kindred visionary programs were less than spectacular. People were perplexed because they believed they had shown a personal interest in education, aiding in finance, direction and individual support. But what had been achieved?

It might be said that their attitude toward education was more parental than active, and more sheltered than challenged. The people seldom were asked to *participate*, to become involved in their schools and in development of their communities.

Community Education arrived. It opened the shutters and invited people into a lighted schoolhouse. They came, and the impact on countless communities is almost immeasureable. Many traditional trappings of formal education were overshadowed or replaced as Community Education nurtured innovation, inspiration and community spirit, a refreshing change from old regulations, staid formats and institutionalization. Community Education is not a highly structured program but rather is a concept tailored in a lively fashion to the identified needs of a community. This is its major thrust in national impact. This more than anything else accounts for its acceptance and success. The process as originally conceived in Flint has had myriad modifications when developed in the traditions of New England, among the Yaquis of Arizona or in concentrated urban areas. Its basic and inherent value is that it meets the specific needs of the people it serves, wherever they may be.

In a report such as this it is not possible to analyze in detail the national impact of Community Education. Looking at it under broad categories, however, some general conclusions may appropriately be made. A few of them follow.

IMPACT . . . On Human Resources.

Community Education has demonstrated unques-

tionably that "laymen can teach." When given an opportunity and a challenge, those with the least apparent promise often surface with surprising ability and creativity. The mere act of helping others by teaching them something — anything — has uncovered capabilities never dreamed of by the persons involved.

A rather lonely mountain man, for instance, was asked to teach an adult class in his neighborhood. "Me, teach?" he asked. "I never even went to school. I just grew up among the rocks." Within weeks he was a popular instructor in lapidary — with college graduates enrolled in his classes. Another said: "Me? I'm a fourth-grade dropout. Well, yes, I know about a bow and arrow." Soon there was a waiting list to join his courses in archery.

It should be emphasized that teaching a lapidary class or giving instruction in archery is not of itself a goal in Community Education. The significant thing is to bring people together, to get them involved in wholesome projects with other people, and to develop community effort. Then, working as a community, they are better prepared to seek solutions to problems they face as a community.

IMPACT . . . . On Communities.

One of the recent words in our language is "megalopolis" — a series of communities in close proximity. But regardless of their nearness — or distance apart — communities still are communities and communities are people. In this context Community Education is not diluted by a 100-mile corridor of communities any more than it is isolated in a desert village. Community Education rejuvenates a "sense of community" analagous to pioneer days in the early history of our country.

A requirement for establishment of a community school is formation of an Advisory Council. Representation on the Council covers a range including education, business, civic, religious, labor, and similar components. Members of the Council work together, develop common goals, and create an affinity which tends to reduce barriers usually existing in cross-community confrontations.

The impact at the community level varies but it is not unusual for a school district to sponsor classes and training courses in fifty or a hundred or more different subjects. In Utah, for instance, people attend courses in subjects ranging from arts to audio-visual study, data processing to dog obedience, interior decorating and investments, pottery and pre-natal instruction, rocketry and roller skating, and weight watching and welding. Community school directors attempt to set up classes in subjects *asked for* by local residents, and when possible engage a lay person to do the teaching.

Another plus factor in community involvement is that it goes far toward banishing "fear of the school" — the very building itself being anathema to many people, moreso and to a greater extent than usually recognized. Programs that interest people draw them to the schools in their community; regardless of what activity they enroll in initially, it is hoped that they will eventually enter a class for high school completion or in vocational training or in other educational-oriented opportunities, should this be appropriate for the particular individual involved.

An instance in Arizona illustrates how this can happen. A course was offered whereby Mexican aliens could become American citizens. All conceivable publicity channels were utilized to inform the Spanish-speaking community, but on the day of the first class not one person appeared. Shortly thereafter a Mexican mother chanced to see a school secretary knitting a sweater, and inquired

how she too might learn. A knitting course was organized and within days twenty-eight mothers were enrolled. Neighboring housewives gave their assistance. When the class was completed the knitted garments were displayed at a downtown store.

Now, the mothers were asked, how many would like to attend another class and become American citizens? All twenty-eight promptly enrolled. Upon completion of their training the judge departed his chambers and went to their school to administer the oath of citizenship.

Another example of what people can do in a community effort occurred at the Linda Vista Community School, San Jose, Calif. Facilities for adult activities were badly needed. It came to the attention of the community school director that a usable building was about to be demolished for highway construction. A suitable price was agreed upon for a portion of the building, residents raised the funds in three days, unions provided resources for moving the structure, and merchants and agencies pitched in to transform the building into a suitable facility.

When a community becomes involved in such a manner — *that* is the essence of Community Education.

IMPACT . . . . On Colleges and Universities.

Colleges and universities are more and more becoming interested in Community Education. The

twenty-three institutions which have joined with the Foundation in establishment of Centers made strong commitments to Community Education. Their dedication and enthusiasm extend from the office of the President through the respective colleges of education and in several instances to other disciplines within the institutions. At most Centers the curriculum includes courses in Community Education, and in some degrees are awarded at bachelor's, master's or doctorate levels. On their own initiative several institutions have been moving forward into new areas of community education development.

One such particularly progressive development crystalized during 1971. Whereas in the past undergraduate work was confined to the university where the student was enrolled, a new mode of cooperation has come into existence. It is not unusual now for a student at one school to take credit courses at one or even two other institutions. For example, a graduate student was enrolled at Arizona State University. He was assigned to the Alma College Center for training and credit course work, and also attended classes at nearby Central Michigan University. Another example of reciprocal work exists at Alma whereby the Center Director teaches classes both at Alma and Central Michigan in adjunct professorship capacity. Institutions at which Centers are located likewise have been cooperative in sponsoring workshops and seminars on community education, thus bringing together cross-pollenization of thinking on educational programs and processes. Occasionally, it should be noted, reports on negative results are as beneficial as those dealing with successful ideas.

The basic thrust of training at each Center is to develop personnel equipped to become community school directors. This is an immediate goal. Beyond it is the goal of equipping graduates with Community Education expertise for use in whatever educational career they chose to follow. In the past few years some 1,300 persons have been trained specifically in Community Education, and the number of schools at which Community Education programs are operating has passed the 2,000 mark. In 1971 a total of $32 million, derived from various sources, was devoted to Community Education activities. This figure illustrates the Foundation's proved philosophy of providing seed money for projects which, when accepted by the public, generate substantial other funds. For each dollar provided by the Foundation for Community Education on a national basis, some $20 are contributed or received from other sources. Assistance of other groups becomes a multiplying factor also. Last year, more than 2,500 other agencies participated in Community Education projects.

Graduate studies in Community Education have produced another residual benefit seen more sharply in the past few years as Centers have expanded. This is in the form of new fields of research being opened up as students select topics upon which to write dissertations. Although primarily concerned with Community Education, the subjects of dissertations gravitate by their very nature toward a broad scope of social problems.

In a related activity, the Foundation continued its support of the National Center for Community

COMMUNITY EDUCATION

HOPE OF THE '70's

Education, which entered a transition period in 1971. Heretofore the Center, located in Flint, provided short-term, specific Community Education training for special groups and, as a consortium of seven Michigan universities, offered internships leading to graduate degrees in Community Education. The Center is seeking to broaden its governance and to work more closely with the network of Centers which this past year experimented in field graduate training. The National Center continues its training functions and provides both philosophical and practical leadership for the entire movement.

The Foundation continued its support of the publication, "The Community School and Its Administration," through grants to Michigan State University and Eastern Michigan University. The publication offers examination of Community Education philosophy and describes its practical applications throughout the nation. Support also was continued for the National Community School Education Association, whose membership is comprised of Community Education personnel at all levels throughout the country.

IMPACT . . . . On Students

A school official who should have known better said recently: "Community Education — yes, that's what begins after school lets out at 3 o'clock." His idea of Community Education was grossly incorrect.

The impact of a well-organized community school program means much more than just "what happens after 3 o'clock." It means a rapport between teachers and students, teachers and parents, and children and parents that perhaps could not be attained as well by other means. Someone else said it this way:

"Here's a school that needs lights for a ball field. Teachers and parents find a business firm or a service group that will pay most of the cost if volunteers do the work. So all of them — kids, teachers and parents — dig holes for the posts, help carry equipment, and level the area where needed. The job is finally done and the lights go on. Do you think any one of those kids ever is going to heave a rock at one of the light bulbs?"

Community Education harnesses previously unused resources to improve children's learning. Parents become partners in the education of their own children. They come to school to observe and to learn how to help them. They serve as volunteers working with teachers. Children, teachers and parents join in mutual endeavors. Students work side by side with teachers after normal school hours in an atmosphere far different from a classroom. Parents — and other adults — join in. Teachers don't have to be there, neither do the children — but they and adults come because they want to. A warm exchange of respect is developed, there is better understanding and fellowship among all three. Adults who are not parents with children in that particular community or whose children long since have left the community become important ingredients of a total community effort.

In the classroom the proverbial Three R's are still to be mastered but in a total community school operation a mutual respect climate is developed which contributes substantially toward the desire to learn.

IMPACT . . . . On Recreation

When Community Education first emerged on a national scale there frequently was misunderstanding between its goals and those of recreation personnel. A survey conducted in 1971 reveals a trend toward a cooperative pattern which has boosted achievements both in recreation and education. Community Education never was designed to "take over" where active recreational programs already existed. Its purpose was to assist existing programs if assistance was welcome, or to help in expanding and enlarging the role of recreation when and where possible.

Other IMPACTS On:

States -- A growing number of states have passed or have under consideration legislation alloting specific funds to finance community education schools. The last two years have produced several encouraging developments in this area, and there are prospects of financial support from more Legislatures.

Vandalism — While a categorical statement perhaps could not be made, school people are convinced that vandalism declines when community school activities become effective. They concede that facilities do undergo more "wear and tear" inasmuch as they are used many hours after normal school periods, but they believe that deliberate vandalism is reduced. One school in a blue collar area of the West Coast, for instance, had been plagued by vandalism amounting to many thousands of dollars a year. A community school program was inaugurated and eagerly joined in by the neighborhood. Less than a year later, a six-month period had shown only one case of vandalism. The community school director was late arriving one Saturday morning and youths had forced their way into the athletic office to get at the bats and baseballs.

During the 1971-72 educational year, seventy-three people were enrolled full time at the National Center for Community Education in Flint, forty-one working toward doctoral degrees and thirty-two on master's. Since 1964, this is a total of 532 persons participating in advanced degree programs. In addition, the Flint Center trained some 235 people in short-term Community Education courses. At Centers throughout the country literally thousands of other community school directors, students, and educators were receiving training in some phase of Community Education.

General Education — Undergraduates and graduate students alike are finding a definite advantage in participating in a curriculum which includes Community Education courses. With teacher placement becoming more difficult during the past year, those with Community Education training have found that it weighed in their favor in job interviews.

Schools, K-12 — Community school personnel believe that the learning potential of children can be extended if there is a positive relationship between home and school. In Flint, for instance, there is the Martin Luther King Community School, a relatively new facility known as an "open school." A "Parent For Progress" program has been developed at the school for parents of all sixth-graders, serving as a logical linkage between home and school in Community Education. Parents who come to the school for adult education classes, recreation, or advisory address meeting, spend one night a month with their children's teachers. They review student learning, receive parent lesson plans, and simple home teaching techniques are distributed. Thus Community Education provides an opportunity for parents to become involved in the teaching-learning-feedback system, and parents who attend classes to continue their own learning reinforce education as a desirable value. Instructional strategies taught to parents obviously have a multiplier effect on several members of the same family and, often, upon neighbors as well.

Financing — School financing has reached a critical stage in nearly every section of the country. There is ample and widespread evidence, however, that when Community Education projects are effective, tax-payers vote "yes" with their pocketbooks.

As an example, the Boca Raton, Fla., school system had a long record of defeating school levies. After establishment of community school programs, voters reversed the trend and passed levies by comfortable margins. At Key West, Punta Gorda, Dade County (Miami) and Jacksonville, similar experiences were recorded. In High Line district near Seattle, Wash., community school activities expanded as unemployment increased in the aircraft industry. Because of greater needs a levy was proposed and 84 per cent of those voting cast "yes" ballots.

FLINT COMMUNITY SCHOOLS

Flint Community Schools received nearly $5-million from the Mott Foundation in 1971. The grants were for specific programs as detailed in budget presented to the Trustees of the Foundation by the Flint Board of Education.

The annual budgets constitute, in effect, a performance contract between the two organizations. All programs are administered and controlled by the Board of Education through the office of the Superintendent of Community Education.

Program proposals are developed constantly through community councils, community advisory committees, pupils, teachers, principals, administrators and members of the community at large.

The various programs and grants are as follows:

Community School Programs — $1,293,400 — allows maximum use of school buildings before and after regular hours, on weekends and in summer, for extended activities for students as well as all neighborhood residents, regardless of age. Each school has a person especially trained to organize, coordinate and promote use of its facilities for adult education, including occupational retraining; academic enrichment for youngsters; recreation and social enrichment for all ages; family education and counseling; health clinics and forums; civic affairs meetings; teen clubs; job counseling and placement; and numerous activities for such organizations as the YMCA, YWCA, Boy Scouts, Girl Scouts, Big Brothers and Big Sisters.

Examples of community school programs in 1971 include development of a community education team at Oak school and implementation of a human resources center at Williams school. The Oak school project involves the organization of a cadre of specialists to survey the needs of each family within its boundaries and to determine ways to provide appropriate services. An important part of the project will be the eventual development of a parent-child early learning center that will combine pre-school instruction for children from infancy through kindergarten with practical educational opportunities for their families such as child rearing, nutrition education, budgeting, pre-natal health care and, where necessary, other vocational and adult educational programs.

A Community Improvement Services Component opened in the Fall of 1971 to complete Williams school as a total neighborhood human resources center. The new facility was designed to house adult basic education and job training, and equipped to provide health, dental and psychological education. Space was also provided for the expressed interests of neighborhood residents, including senior citizens. Cooperative extension services, youth assistance, Big Brothers counseling, free cardiovascular disease screening, and nutrition planning are among services provided by visiting agency personnel.

An inservice education program trains paraprofessionals in community education during the school year.

Adult Education and Extended Services — $1,344,900 — provides classes in home arts, basic education, trades, general homemaking, sewing, business, parent education, music, art and crafts, speech and drama and academic subjects such as language and mathematics. The program, also supervises home school counselors, unwed parent classes, summer Tot Lots, Fine Arts Camp, senior citizen activities, home and city beautification, and lectures and discussions by national figures on current issues.

Additionally, Adult Education coordinates youth enrichment services, and cooperates with outside agencies in offering classes in food preparation; a continuation school for pregnant girls; reading improvement for functional illiterates or handicapped readers; citizenship and English for foreign born; Braille reading; special reading, discussion and speech at the Genesee County Jail; art therapy in the Mott Children's Health Center; horticulture therapy at the Genesee Association for Crippled Children and Adults; and professional guidance for parents unable to cope with typical problems of growing children.

Schools Are the Best Community Education Centers Because:

They are centrally located in neighborhoods.

They have facilities adaptable to broad community use.

They have the human resources necessary for identification and solutions of human problems.

They are owned and supported by the public.

They are non-political.

One of the largest operations within Adult Education is the Adult High School which offers all required academic subjects at the high school level plus a wide range of occupationally-oriented classes in morning, afternoon or evening sessions in three 15-week semesters yearly.

Big Brothers of Greater Flint — $164,800 — matches fatherless boys with men who volunteer to establish a one boy-one man friendship. The program coordinates and supervises 860 pairs of big and little brothers, and draws upon nearly 500 individuals, agencies, business firms and service clubs in a year-round schedule of male-oriented activities designed to help boys become healthy, useful, responsible men.

The Stepping Stone Clubs for Girls — $110,700 — gives adult counseling and guidance to 800 girls from the fifth grade through high school, helping them to solve problems of "growing up."

Police-School Liaison — $146,400 — utilizes juvenile division officers in each of the junior and senior high schools to develop good communications and relationships with students, faculty, parents, merchants, churches and civic organizations.

HEART-in-the-City — $66,400 — works with inner city youngsters and adults through the operation of a neighborhood center for education, recreation, training and job placement.

Crime and Delinquency Prevention — $243,200 — offers a range of programs from improving communications between young people and adults to assisting youngsters in trouble. The list includes:

Genesee County Jail Rehabilitation — allows prisoners to take accredited high school courses, GED examinations, group therapy, aptitude tests, public speaking, vocational counseling and training, alcoholism therapy, remedial reading, and general job placement services. It was

FLINT COMMUNITY SCHOOLS

one of the first of its kind in the country.

Positive Action for Youth — provides summer work experience and counseling to juvenile probationers.

Police-School Cadet — develops more positive attitudes toward law enforcement in boys and girls, and demonstrates to them that they can choose and reach acceptable goals in community service. It functions as an after-school club activity featuring instruction in safety and health rules, city government and police and courts, including crime prevention and detection.

Mott Farm — $49,500 — operates year-round as a practical work experience station. Elementary children are given field trips to observe a farm in operation, while senior high students gain vocational training. The facility is also available for tours by outside groups.

Mott Camp for Boys — $61,600 — gives two weeks of outdoor life each summer to 600 boys of elementary school age. The youngsters come from Flint's public and parochial schools, the children's home of the Whaley Memorial Foundation and the Child Welfare Home.

Personalized Curriculum Program — $473,700 — provides personalized instruction, counseling, mental health services, and work experience for potential dropouts in an effort to make school work more relevant. PCP is geared to junior and senior high students.

Family Life Education — $133,700 — teaches physiology, reproduction and inter-personal relationships to selected grade levels in all Flint schools and 15 out-county school districts. Parent education is also offered for adults. Upon request, instruction is provided for area parochial students.

Action Now — $225,000 — offers specialized services in 29 elementary schools to attack specific learning problems of children. Underwritten are experimental approaches to improve learning of children ranging from team teaching to use of creative materials.

Communications Skills Laboratory — $40,000 — utilizes special training equipment "in a laboratory setting" in the junior and senior high schools to improve reading achievement at the secondary level. The experiment includes 2,000 students who are two or more years below reading grade level.

> *"Community Education is more practical than intellectual pablum or theoretical binges."*
>
> *"Those who seek a gimmick to merely quiet the neighborhood will not find it in Community Education."*

Community Recreation Programs — $532,800 — engages thousands of adults and children in wholesome activities at their schools after hours and on weekends nearly every day of the year. Sports include baseball, blooperball, basketball, golf, tennis, volleyball, football, swimming, gymnastics, archery, canoeing and rowing, paddleball, jogging, sailing, shuffleboard, skating, soccer, table tennis, weight lifting and wrestling. Highlighting the year are the Flint Olympian and CANUSA Games. The internationally acclaimed CANUSA event annually pits Flint's top athletes against those of Hamilton, Ontario, Canada. Summer Tot Lots offer educational as well as recreational experiences for youngsters from four to eight.

SPECIALIZED EDUCATIONAL GRANTS

University of Chicago — The Industrial Relations Center of the University of Chicago received a final grant of $197,830 to complete the development and testing of economic education materials for fourth, fifth and sixth grade pupils. Classroom texts and related support materials have been published and are being distributed by Benefic Press. The excellence of the economic series has been widely recognized and in 1971 it received a Freedom Foundation award.

Mott Institute for Community Improvement — Michigan State University received a grant of $294,200 to continue experimenting with new approaches for the preparation of staff for the modern urban school setting. Activities of the Institute include the following: several models for preparation of teachers for urban schools, a university-wide urban tutorial program, differentiated staffing, primary level classroom management of language arts instruction, and public school staff retraining.

Economic Education Center — A grant of $50,250 was made to Olivet College to support the development of an Economics Education Center which will assist school districts to integrate economic use principles into their curriculum.

University of Michigan, Flint College — A grant of $40,000 was given to University of Michigan-Flint to continue the experimental operation known as the "Challenge Program", which provides pre-college counseling for underachieving Flint high school youths and provides supportive services for college students who would not otherwise meet admission requirements or stay in school. An additional grant of $9,087 was made to assist Challenge to recruit, counsel and provide supplementary services to Spanish-speaking students from the area.

Project Change — A grant of $48,000 was made to the Genesee Intermediate School District for the purpose of involving community representatives and school officials in a study of in-service and up-grading needs and to construct a county-wide coordinated plan for educational improvement based upon the results of the study.

Computer Based Guidance and Career Exploration System — A grant of $55,000 was made to Genesee Intermediate School District to continue development and refinement of a computerized vocational guidance system whereby high school students and their counselors will have access to up-to-date information about the world of work, and various career opportunities.

MOTT CHILDREN'S HEALTH CENTER

Few years have been as eventful for the Mott Children's Health Center as 1971. Although major services have not bascially changed, discussion and action concerning the Center's role in the community and the state have had definite impact on current and future operations. During the year, there have been significant, as well as subtle, changes in financing, program philosophy, and programming.

With a budget approaching $2 million per year, the Center historically has received income almost exclusively from an annual grant by the Mott Foundation. During the past year, the Foundation bestowed upon the Center a $10.5 million grant as the beginning of an endowment fund which was expected to make the Center self-sustaining.

Concurrent with the move to make the Center more financially independent has been increased emphasis on fiscal and program responsibility. The Center has displayed this responsibility by entering into shared programming with other community agencies in the areas of special education, pediatrics, speech and hearing, maternal health education, and social services. This shared programming has helped the community to receive a larger package of children's services for each dollar spent. Specifically, significant Health Center-community programming is typified by the following developments:

- Three Flint hospitals agreed to assist in providing pre-natal education classes, thereby enabling the Center to concentrate its maternal and infant health service on lower socio-economic expectant parents through a community-based outreach program.
- A cooperative program with the Genesee Intermediate School District brought over $120,000 worth of special education services to Genesee County children. Almost the entire program was borne by state and federal funds.
- Genesee Community College agreed to a plan over a three-year period to assume all personnel costs

of the Dental Auxiliary Training Program. The Health Center had initially subsidized the salary of instructional personnel.

- The Genesee County Medical Society requested the Center to serve children suffering from cystic fibrosis.

- Health Center assistance to Model Cities, Head Start, and Public Health Department programming enabled additional services to come to the Flint area because of the 'matching funds' formula of various federal programs. Services to these programs included laboratory assistance in sickle cell anemia and lead poisoning projects, physical examinations and dental services.

- The multidisciplinary diagnostic and prescription program for multiple handicapped children referred to the Health Center from throughout Michigan was described by the director of the Special Education Division of the Michigan Department of Education as "one of the most exciting projects to happen during my tenure with the Department."

- In agreement with the Genesee County Community Services survey, the Health Center precipitated movement to incorporate Center programming for unwed parents into the community.

During the year, more than 19,000 patients made a total of 82,600 visits to the Center. In addition 6,000 contacts were made by Center personnel on nearly 10,000 visits outside the Center. Thus during the year the Center participated in almost 100,000 contacts within the Flint community.

During the year, well over 50 community people from all levels of involvement with the Health Center have thoroughly reviewed three major services: medical and laboratory, dental, and social services. Dialogue about the Center's role in the community produced a concensus that may relate directly to future planning. The complete recommendations of the advisory group will not be completed until later, but one point has clearly emerged during the discussion process: The Mott Children's Health Center provides high quality, needed services to Genesee County children and their parents.

SPECIALIZED HEALTH GRANTS

Wayne State University — A grant of $26,000 to the Department of Gynecology and Obstetrics at Wayne State University's Medical School has produced information in the field of enzymes and other metabolic changes important to the nutrition of pregnant women as well as to infants.

Michigan Health Council — Upper Peninsula health services again were supported by a grant of $6,000 to the Michigan Health Council for medical and dental school scholarships. All recipients were residents of the Upper Peninsula, and it is expected that graduating doctors and dentists will choose to set up their practices in that area, thus reducing the critical shortage of medical professionals there.

Genesee-Lapeer-Shiawasee Health Planning Council — A grant of $5,000 was awarded toward administrative costs for planning and evaluating health service needs in the tri-county area. Planning for a regional hospital development program and guidelines for evaluating facilities were primary goals for the year.

COMMUNITY GRANTS

"We look at the community as a whole. This means housing, crime, urban renewal, health, recreation, drug abuse, and similar social problems."

— C. S. Harding Mott

Implementing this basic belief of the Mott Foundation, the following Community Grants were made during the past year:

Human Services Planning Council — A grant of $30,000 to help launch the council was given to the United Fund of Genesee and Lapeer Counties. Successor to the former Council of Social Agencies, the HSPC serves a planning function among representatives of public and private agencies to assemble data, set priorities, and make recommendations regarding human services in the area. Its membership is comprised of some 50 agencies which maintain communications with the community through citizen-based task forces throughout the two-county area.

United Fund of Genesee and Lapeer Counties — A grant of $37,119 was made to support the work of the United Fund's 90 member agencies. This grant, coupled with strong citizen support, has led to cooperation among agencies in the Greater Flint area.

Urban Data Coordinating Program — A final grant of $50,000 was awarded to University of Michigan-Flint for continued applied research aimed at helping local governmental agencies to analyze a wide range of issues and questions in the public policy area. A major goal is development of an automated public data directory system.

Genesee County Regional Drug Abuse Commission — A grant of $109,369 was given to Genesee County Community Mental Health Services for administration of the Genesee County Regional Drug Abuse Commission. Programs supported by Mott funds were: Sirna Center, a methadone maintenance and therapy program for 75 heroin addicts; an information and referral office; a drug education program for both youth and adults; and a Spiritual Foundations program in which 60 clergymen in the area were helped to become more aware of and involved in drug-related problems and programs.

FACI — Flint Area Conference, Inc., received a grant of $25,000 for administrative support. FACI has four purposes: to attract private capital to the central area of the city; to establish a plan for orderly re-development of the central area; to revive a spirit of pride in the metropolitan area; to provide a forum for representatives of all organizations engaged in community development programs. Major attention was devoted to possible relocation of the University of Michigan — Flint campus, to a central site along the Flint River.

Young Life Campaign — A grant of $18,414 continued support of the Young Life Campaign, a program to help high school youth build solid spiritual values through strong adult leadership, club meetings, recreation and camping experiences. A new thrust was the development of Young Life in the central city through the training of a young Black leader.

Industrial Development Research — To aid the Genesee County Metropolitan Planning Commission in its effort to chart economic growth for the community, a grant of $12,500 was given to the Commission as partial payment of a study by Battelle Memorial Institute. Findings will be used to encourage growth of business and industry in the Flint area, with needed new jobs as an important objective.

Family Problem Solving — In recognition of the importance of spiritual undergirding for the community, Campus Crusade, Inc., was granted $39,890 to enable it to work with six Flint area churches. Ministers and laymen were to be trained in the basic elements of personal and family problem solving and they in turn were to train others requesting help in coping with unusual pressures and frustrations.

Recreation Open Space — Approximately 305 acres of land bought six years ago by the Foundation for a future public use were deeded to the Genesee County Parks and Recreation Commission. Appraised at $610,000 and adjacent to the Genesee Recreation Area, the tract permitted the Commission to cancel plans to purchase land of similar size at considerable more expense, and to gain matching Federal funds for park development.

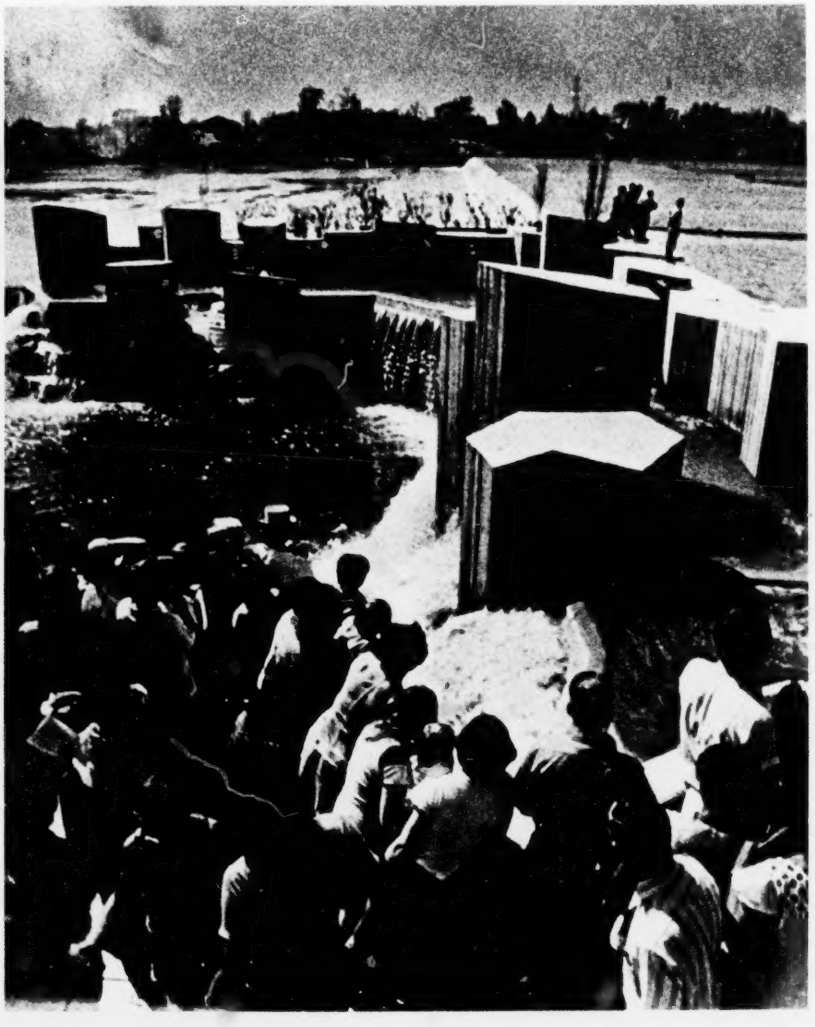
Art Education — Continued interest in the Flint Institute of Arts came in the form of a $23,000 grant toward support of the Institute's director and the docent program for school children.

Carpenter Road Community Services — The Carpenter Road area, in the extreme northeast corner of Flint, is the farthest removed from centralized social services of any lower income area in the city. Four grants were made to provide a package of social services within the residential community.

1. Michigan State University, Division of Cooperative Extension Services — received $69,390 to develop an information and referral office with a social outreach thrust.
2. Credit Counseling Centers, Inc. — received a grant of $47,380 to provide individualized counseling in family money management and adult classes in consumer education.
3. Genesee County Community Coordinated Child Care Association — was granted $34,858 to provide comprehensive child care services including: tuition supplement for day care; short-term baby sitting for school-related functions; emergency homemaker's service; health care for children of indigent families; and after school care for elementary children of working mothers.
4. Salvation Army — Helping Hands received a grant of $11,518 for support of a center for the exchange of used clothing and household goods.

The National Recreation and Park Association — received a grant of $20,588 to establish the position of Executive Director for the Michigan Recreation and Park Association. This grant also helped to further stabilize a central office facility to carry out necessary planning and coordinating throughout Michigan, to aid local communities in acquiring or expanding recreation and park facilities, and to foster park-school site development.

GENESEE RECREATION AREA



A dream of C. S. Mott and other Foundation personnel came into reality in 1971. Mott Lake became the prime feature of Genesee Recreation Area, a 4,700-acre regional park stretching nearly ten miles from Flint's northeast city limits. The 650-acre lake was made possible by damming the Flint River and backing up water for four miles to provide a quarter-mile beach, boat-launching site, fishing facilities and lighted waterfall for what is projected as an attraction for hundreds of thousands of visitors each year.

The project was a typical one for Mr. Mott. He caught the vision of a beautiful lake and recreation area beginning at Flint's city limits — itself a unique situation — and offered an initial grant of $2,000,000 to begin land acquisition if voters approved a 10-year quarter-mill levy in 1966. The levy passed, the State and Federal governments participated, and the Genesee County Board of Commissioners actively assisted the project. Stating that he wished "to see this project completed in my lifetime," Mr. Mott led the Trustees to authorize an additional grant of $2,523,000 in 1970 for project construction. It was a happy day for him when the dam and lake were completed. In a nostalgic tribute, the County Parks and Recreation Commission christened its patrol boat, "The Yankee," which was the name of the naval cruiser upon which Mr. Mott served as gunner's mate in the Spanish-American War.

In a message at the dedication, Mr. Mott said it was an example of doing good things *with* people, not just *for* people. "So," he said, "let our community never lose its far-sighted vision, its bright hopes for the future, its faith in our growth as a fine place in which to live, a place where everyone has a chance to achieve and improve his own life.

"This had been the basis of Flint's historic past," he continued. "I trust and pray we will always be a community of hope and vision for the future, and one that never forgets to help our neighbors and fellowman as we move along."

BIG BROTHERS

The Mott Foundation and Community Education have long been identified with Big Brothers, a program providing male companionship and guidance to fatherless boys. In 1944, Joseph T. Ryder came to Flint to institute a Big Brothers program, there being only a few such organizations in the nation. Five years later representatives of 11 cities with active programs sent interested personnel to Cleveland where Big Brothers of America was formed. The program has expanded nationally and the number of cities participating has passed the 200 mark.

During 1971, the Foundation sponsored a further development in the national organization. Under a Foundation grant of $52,768, a regional headquarters was established in Flint to serve the Midwestern states. The pilot project seeks to determine whether a decentralized operation, working at a regional level, is feasible and should be adopted as the national pattern for giving greater impetus to the Big Brother concept.

Community schools are a natural channel for Big Brothers activities. Most of the fourteen Community Education Centers have sponsored workshops, seminars and training sessions in cooperation with Big Brothers of America and Dr. Ryder, now consultant to national Big Brothers.

LYBRAND, ROSS BROS. & MONTGOMERY
CERTIFIED PUBLIC ACCOUNTANTS

COOPERS & LYBRAND
IN PRINCIPAL AREAS
OF THE WORLD

To the Board of Trustees of
Charles Stewart Mott Foundation:

We have examined the balance sheet of Charles Stewart Mott Foundation at December 31, 1971 and the related income and foundation fund statements for the year then ended. Our examination was made in accordance with generally accepted auditing standards, and accordingly included such tests of the accounting records and such other auditing procedures as we considered necessary in the circumstances. We previously examined and reported upon the Charles Stewart Mott Foundation financial statements for the year ended December 31, 1970.

In our opinion, the above-mentioned financial statements present fairly the financial position of Charles Stewart Mott Foundation at December 31, 1971 and 1970 and its income, expenses and fund balances for the years then ended, in conformity with generally accepted accounting principles applied on a consistent basis.

Lybrand, Ross Bros. & Montgomery

Detroit, Michigan
February 15, 1972

FINANCIAL REPORT

The Foundation's Balance Sheet as of December 31, 1971 and 1970, its Income Fund Statement and Foundation Fund Statement for the years then ended, an Itemized Statement of Securities as of December 31, 1971 and a Statement of Grants for the year ended December 31, 1971 are on pages 31 through 39. These financial statements have been audited by Lybrand, Ross Bros. and Montgomery, independent certified public accountants, whose opinion appears on page 29.

Investment income increased in 1971 to $13,935,909 from $13,779,079 in 1970 reflecting primarily an increase in dividend income. Management expenses in 1971 amounted to $470,540, 3.4% of investment income compared with $346,663 in 1970. This increase of $123,877 is due to a full year's operational cost of the Foundation's Projects Office in 1971, whereas, this office was established as an organizational division of the Foundation on July 1, 1970 and only one-half year's cost was incurred for this operation in 1970. The provision for Federal 4% excise tax amounted to $560,000 in 1971. In 1970 the provision for income and excise taxes amounted to $600,000. After 1970 the Foundation was no longer subject to unrelated business income tax but only subject to Federal excise tax on investment income.

An itemized list of grants made in 1971 of $3,000 or more appears on pages 35 through 39. A summary of grants and payments made for the year ended December 31, 1971 is as follows:

Authorized during the year	$15,370,394
Unpaid grants as of December 31, 1970	18,820,929
	34,191,323
Paid during the year	24,507,330
Unpaid grants as of December 31, 1971	$ 9,683,993

A summary of the Foundation's investments at December 31, 1971 is shown in the following table:

	Cost or Market Value at Date of Receipt	Percent of Total Investments	Market Value at 12/31/71	Percent of Total Investments
Investment Stocks:				
General Motors Corp.	$173,293,263	65.8	$217,643,825	58.5
Other stocks	87,528,774	33.2	150,794,579	40.6
	260,822,037	99.0	368,438,404	99.1
Fixed Income Securities:				
Corporate Debentures	326,526	.1	366,156	.1
Income Producing Properties:				
Land and Buildings	2,386,708	.9	3,155,000	.8
Total Investments	$263,535,271	100.0	$371,95[illegible]	100.0

The Foundation has taken a number of steps to meet the divestiture requirements of the Tax Reform Act of 1969 which calls for the imposition of excise taxes on excess business holdings of private foundations based on the percentage of stocks held in any one corporation in excess of percentages stipulated in the Act.

Because of these requirements, we sold our holdings in four wholly-owned department stores late in 1970. In 1971 we sold all of the stock we held in Northern Illinois Water Company.

Proceeds from these sales amounted to over five million dollars and when added to return of capital dividends, cash flow generated by depreciation on investment properties and proceeds from other sales of securities and property in 1971, the Foundation had over six million dollars available for investment in 1971. Substantially all of these funds available for investment were used to purchase common stock holdings in four conservative well established utility companies. These investments are in accordance with the Foundation's policy of investing in seasoned common stock equities which have a reasonable yield and a potential for capital appreciation.

A further action taken by the Foundation in 1971 to comply with the requirement for the Foundation to divest of excess business holdings was an endowment contribution to the Mott Children's Health Center of 200,000 shares of United States Sugar Corporation common stock. This endowment fund will provide income for operations of the Mott Children's Health Center and help insure the continued existence of this worthy organization.

CHARLES STEWART MOTT FOUNDATION
BALANCE SHEET, December 31, 1971 and 1970

	1971	1970
ASSETS		
Cash	$ 13,515,593	$ 14,294,344
Investments, at cost or market value at date of receipt:		
Commercial paper	7,750,000	12,250,000
Investment stocks, approximate market value $368,000,000 at December 31, 1971	260,822,037	257,252,061
Bonds, approximate market value $366,000 at December 31, 1971	326,526	326,526
Income producing property, at cost or market value at date of receipt:		
Land	651,902	651,902
Buildings, improvements and furnishings, net of $1,272,382 in 1971 and $1,179,609 in 1970 accumulated depreciation	1,734,806	1,813,850
Other assets, principally held for charitable purposes, at cost or estimated amounts	402,934	1,267,464
	$285,203,798	$287,856,147
LIABILITIES		
Accounts payable and accrued liabilities	$ 129,047	$ 145,240
Income and excise taxes	563,721	600,000
Unexpended grants	9,683,993	18,820,929
	10,376,761	19,566,169
FOUNDATION FUND	274,827,037	268,289,978
	$285,203,798	$287,856,147

The accompanying notes are an integral part of the financial statements.

INCOME FUND STATEMENT
for the years ended December 31, 1971 and 1970

	1971	1970
Income:		
Dividends	$ 12,808,471	$ 12,637,484
Interest	968,875	972,361
Investment real estate	150,252	147,980
Other	8,311	21,254
	13,935,909	13,779,079
Grants	15,370,394	14,091,910
Management expenses	470,540	346,663
Income and excise taxes on investment income	560,000	600,000
	16,400,934	15,038,573
Excess of grants, management expenses and taxes over income	$ 2,465,025	$ 1,259,494

FOUNDATION FUND STATEMENT
for the years ended December 31, 1971 and 1970

	1971	1970
Balance, January 1	$268,289,978	$265,756,885
Contributions received	3,594	160,613
Gain on sale of investments	247,841	3,508,910
Excess of market value over cost or market value at date of receipt of assets given to grantees	8,750,649	123,064
	277,292,062	269,549,472
Excess of grants, management expenses and taxes over income	2,465,025	1,259,494
Balance, December 31	$274,827,037	$268,289,978

The accompanying notes are an integral part of the financial statements.

NOTES TO FINANCIAL STATEMENTS

A. Market value of investments is based on published quotations where available. Market value of investments having no quoted market, $42,053,378 at cost and approximately $40,260,000 at market value, is based on appraisals and other security evaluation procedures.

B. Depreciation expense aggregated $95,778 in 1971 and $95,647 in 1970 and is determined by the straight-line method based on estimated useful lives.

C. The Foundation maintains a pension plan covering substantially all of its employees. Pension expense was $25,038 for 1971 and $15,204 for 1970, which includes amortization of prior service costs over 10 years. Pension costs are funded as accrued. Amounts funded or accrued exceed the present value of vested benefits at December 31, 1971.

Itemized Statement of Securities as of December 31, 1971

Investment Stocks:

Common Stocks Unless Noted	No. of Shares	Book Value	Market Value
Alabama Gas Corporation	60,000	$ 697,088	$ 1,370,000
American Research & Development Co.	20,000	189,480	1,097,500
American Telephone & Telegraph Co.	6,616	201,933	295,066
American Telephone & Telegraph Co., $4.00 convertible preferred	8,000	443,181	474,000
American Telephone & Telegraph Co., warrants	380	16	3,325
American Water Works Company, Inc.	24	103	345
Bendix Corporation	47,188	317,536	1,981,896
Boise Cascade Corporation	661	7,265	12,394
Burroughs Corporation	1,520	54,665	232,180
CNA Financial Corporation	160	3,889	3,860
CNA Financial Corporation, preferred	100	3,786	3,150
Central Soya Company, Inc.	26,492	294,000	658,989
Christiana Securities Company	23,454	2,212,935	2,931,750
Chrysler Corporation	3,447	157,623	98,670
Colorado Interstate Corporation	20,682	574,880	584,266
Cominco, Inc.	9,000	229,248	200,250
Consolidated Natural Gas Company	7,584	80,267	228,528
Consumers Power Company	156,445	5,773,302	4,928,018
Detroit Edison Company	70,000	1,516,786	1,470,000
Dow Chemical Company	7,305	148,274	576,182
E. I. duPont de Nemours & Company	2,600	393,569	377,000
East Boulevard Development Company	100,946	124,291	148,604
East Malartic Mines, Ltd.	50,000	86,565	42,500
Emhart Corporation	8,744.32	143,360	286,376
Everglades Corporation	500	3,687	110,739
Federated Department Stores, Inc.	160	655	8,260
First Chicago Corporation	5,920	118,152	229,400
Flint Mortgage Company	1,440	1,440	15,840
Gary National Bank	2,000	262,500	1,250,000
General Electric Company	10,100	347,866	632,513
General Motors Corporation	2,703,650	173,293,263	217,643,825
Genesee Merchants Bank & Trust Co.	25,460	308,218	687,420
Georgia-Pacific Corporation	18,527	575,693	838,347
Great Western Financial Corporation	22,403	124,073	627,284
Gulf Oil of Canada	9,600	90,000	244,800
Hercules Incorporated	28,351	1,509,691	1,481,340
Hoover Company	40,000	135,000	2,340,000
Inmont Corporation	15,094	78,256	201,882
International Nickel Company of Canada	8,100	156,813	260,213
Jones & Laughlin Steel Corporation	5,740	115,805	92,557
Laclede Gas Company	11	66	243
McIntyre Porcupine Mines, Limited	42,300	1,182,275	3,193,650
Merck & Company, Inc.	1,500	16,382	186,000
Michigan National Bank	15,089	301,743	524,343
Monsanto Company	3,809	98,201	186,165
Montana-Dakota Utilities Company	10,000	306,250	332,500
National Bank of Detroit	54,743	1,494,277	2,627,664
Noranda Mines, Limited	16,000	129,500	524,000
Ogden Corporation	7,000	128,538	105,000
Pacific Power & Light Company	299,600	5,940,751	7,115,500
Charles Pfizer & Company	4,500	19,346	188,437
Phoenix Gems, Inc.	15,000	15,000	1,875
Portland General Electric Company	84,000	80,942	1,774,500

Investment Stocks: (continued)	No. of Shares	Book Value	Market Value
Common Stocks Unless Noted			
Royal Dutch Petroleum Company	3,705	77,012	128,749
St. Louis County Water Company	110,000	41,925,400	40,000,000
Standard Oil Company of Indiana	41,000	2,474,010	2,849,500
Standard Oil Company of New Jersey	91,534	4,258,514	6,750,633
State National Bank	26,275	570,735	972,175
Union Carbide Corporation	464	16,277	19,604
Union Electric Company	99,000	2,023,867	1,831,500
United States Sugar Corporation	646,617	6,150,571	32,977,467
Universal Leaf Tobacco Company	10,000	83,437	315,000
Universal Oil Products Company	5,800	79,806	92,075
Warner-Lambert Company	8,079	52,819	644,300
Wayne Oakland Bank	184,348	694,469	16,406,705
Webb, Del E. Corporation	15,000	140,750	127,500
Westinghouse Electric Corporation	3,200	104,975	146,800
Weyerhaeuser Company	81,000	1,680,970	3,746,250
Investment Stocks Totals		$260,822,037	$[illegible]68,438,404

Investment Bonds:	Principal Amount	Book Value	Market Value
Pacific Power & Light Company, Convertible Debenture Bonds, 4¾%, Due Sept. 1, 1974	$378,900	$297,306	$334,680
American Telephone & Telegraph Co., Debenture Bonds, 8¾%, Due May 15, 2000	19,000	19,000	21,256
Flint Mortgage Company, Debenture Bonds, 7%, Due March 15, 1974	10,220	10,220	10,220
Investment Bonds Totals		$326,526	$366,156

STATEMENT OF GRANTS
for the year ended December 31, 1971

	Unpaid Dec. 31, 1970	Grants (Reductions)	Payments (Refunds)	Unpaid Dec. 31, 1971
Mott Children's Health Center,				
Flint, Michigan:				
Endowment contribution	—	$10,500,000	$10,500,000	—
Agreement signed with Flint Board of Education and Mott Children's Health Center to provide $1,000,000.00 per year for 10 years, 1970-1979, for operations of Mott Children's Health Center	$8,000,000			$8,000,000
Grant in excess of $1,000,000.00 per year included in above agreement for operations of Mott Children's Health Center	—	204,747		204,747
Flint Board of Education,				
Flint, Michigan:				
Adult Education, Recreation and Curriculum Related Programs	723,087	3,445,550	4,071,487	97,150
Building to replace Dort House in Music Center	78,000		78,000	—
Mott Camp		61,600	61,600	—
Park School Development	50,000		50,000	—
Wayne State University,				
Detroit, Michigan:				
Center for Human Growth and Development Building	4,500,000		4,500,000	—
School of Medicine (Research)	—	26,000	26,000	—
Hurley Hospital,				
Flint, Michigan, building addition	2,750,000	(2,750,000)		—
University of Michigan-Flint College,				
Flint, Michigan:				
Land, for College expansion	1,200,000		1,100,000	100,000
Urban Data Coordinating System (Data Bank of Community Information)	—	50,000	50,000	—
Upward Bound Program, Challenge III (Upgrading of Disadvantaged Students)	—	49,087	49,087	—
Michigan State University,				
East Lansing, Michigan:				
Grant to support Mott Institute for Community Improvement for 10 years, 1965-1974 (Preparation of Teachers for Inner-City Teaching)	[illegible]	(22,267)	[illegible]	900,000
Genesee County Cooperative Extension Service (Community Counseling)	—	69,390	69,390	—
Regional Community Education Centers				
(Assisting School Districts for Community School Programs):				
Alma College, Alma, Michigan	—	[illegible]	[illegible]	—
Arizona State University, Tempe, Arizona	—	121,400	121,400	—
Ball State University, Muncie, Indiana	—	105,798	105,798	—
Brigham Young University, Provo, Utah	—	108,614	108,614	—
Eastern Connecticut State College, Willimantic, Connecticut	—	67,111	67,111	—
Eastern Michigan University, Ypsilanti, Michigan	—	97,891	[illegible]	—
Florida Atlantic University, Boca Raton, Florida	—	109,855	[illegible]	—
Northern Michigan University, Marquette, Mich.	—	79,867	[illegible]	—
Olivet College, Olivet, Michigan	—	11,000	11,000	—
San Jose State College, San Jose, California	—	116,934	[illegible]	—
Texas A & M University, College Station, Texas	—	76,782	76,782	—
University of Alabama in Birmingham, Birmingham, Alabama	—	43,375	43,375	—
University of Oregon, Eugene, Oregon	—	98,092	[illegible]	—
University of Virginia, Charlottesville, Virginia	—	88,350	[illegible]	—
Western Michigan University, Kalamazoo, Mich.	—	99,843	[illegible]	—

STATEMENT OF GRANTS, Continued

	Unpaid Dec. 31, 1970	Grants (Reductions)	Payments (Refunds)	Unpaid Dec. 31, 1971
Inter-University Clinical Preparation Program (Fellowship Program for Advanced Degrees in Community Education):				
University of Michigan, Ann Arbor, Michigan	—	$ 94,000	$ 94,000	—
Michigan State University, East Lansing, Michigan	—	89,730	89,730	—
Wayne State University, Detroit, Michigan	—	94,000	94,000	—
Western Michigan University, Kalamazoo, Mich.	—	94,000	94,000	—
Central Michigan University, Mt. Pleasant, Mich.	—	78,422	78,422	—
Eastern Michigan University, Ypsilanti, Michigan	—	69,000	69,000	—
Northern Michigan University, Marquette, Mich.	—	45,955	45,955	—
Flint Board of Education, Flint, Michigan, Administration and General Services	—	254,770	23,870	$ 230,900
Genesee County Parks and Recreation Commission, Flint, Michigan,				
Real Estate Donated for Park Purposes	—	610,500	610,500	—
Genesee County Community Mental Health Services, Flint, Michigan:				
Mentally Retarded Program (Care and Training of Mentally Retarded)	$ 130,000		130,000	—
Drug Abuse Programs (Treatment for Drug Abuse)	—	109,369	109,369	—
University of Chicago, Chicago, Illinois,				
Basic Economics Materials Development	—	197,830	197,830	—
Genesee Intermediate School District, Flint, Michigan:				
Computer Based Guidance System (High School Students Career Guidance Program)	55,000		55,000	—
In-Service Education (Teachers' Workshops)	—	48,800	48,800	—
Big Brothers of America, Philadelphia, Pennsylvania:				
Central Region Administrative Expenses	—	42,268	42,268	—
National Workshops	—	10,500	10,500	—
Lasell Junior College, Auburndale, Massachusetts,				
Building	50,000			50,000
Olivet College, Olivet, Michigan,				
Basic Economics Workshops	—	49,015	49,015	—
Credit Counseling Centers, Inc., Detroit, Michigan,				
Credit Counseling for Disadvantaged Families	—	47,300	47,300	—
Eastern Michigan University, Ypsilanti, Michigan,				
National Community School Education Association, Administrative Expenses	—	40,000	40,000	—
Campus Crusade for Christ, Inc., San Bernardino, California,				
Christian Leadership Training	—	39,890	39,890	—
Urban Coalition of Flint, Flint, Michigan				
(Administrative Expenses for Urban Coalition to carry on its charitable purposes in Urban Problems)	37,500		37,500	—

STATEMENT OF GRANTS, Continued

	Unpaid Dec. 31, 1970	Grants (Reductions)	Payments (Refunds)	Unpaid Dec. 31, 1971
United Fund of Genesee and Lapeer Counties				
Flint, Michigan:				
General Campaign	—	$ 37,119	$ 37,119	—
Human Services Planning Council	—	30,000		$ 30,000
Flint-Genesee County Community Coordinated Child Care Association,				
Flint, Michigan,				
Child Care Programs	—	34,858	26,000	8,858
Community School Publication,				
Editorial and Publication Costs for Monthly Publication:				
Michigan State University, East Lansing, Mich.	—	14,200	14,200	—
Eastern Michigan University, Ypsilanti, Mich.	$ 6,000	6,000	12,000	—
Flint Area Conference, Incorporated,				
Flint, Michigan,				
Administrative Expenses for Charitable Purposes of Conference	—	25,000	6,250	18,750
Flint Institute of Arts,				
Flint, Michigan,				
Education Classes at Institute	—	23,000	23,000	—
National Recreation & Park Association,				
Expanding Park Facilities	—	20,588		20,588
Young Life,				
Colorado Springs, Colorado,				
Program in Flint, Michigan Area	—	18,414	18,414	—
Genesee Zoological Society,				
Flint, Michigan,				
Establishment of Zoo in Genesee County	18,000			18,000
G.L.S. Health Planning Council,				
Flint, Michigan,				
Administrative Expenses for Tri-County Council	7,500	5,000	7,500	5,000
Genesee County Metropolitan Planning Commission				
Flint, Michigan,				
Flint Area Economic Study	—	12,500	12,500	—
Salvation Army,				
Flint, Michigan,				
Helping Hand Clothing Center Expenses	—	11,518	11,518	—
Boy Scouts of America,				
Tall Pine Council,				
Flint, Michigan:				
Sea Explorer Vessel Renovation	7,500		7,500	—
Inner-City Program to Promote Scouting for Inner-City Youths	3,707		3,707	
Y.M.C.A. National Board,				
New York, New York,				
General Purpose	—	10,000	10,000	—
Bishop Emrich Discretionary Fund,				
Detroit, Michigan,				
General Purpose	—	10,000	10,000	—
Radford School for Girls, Inc.,				
El Paso, Texas,				
General Purpose	—	10,000	10,000	—

STATEMENT OF GRANTS, Continued

	Unpaid Dec. 31, 1970	Grants (Reductions)	Payments (Refunds)	Unpaid Dec. 31, 1971
The Venerable Charles D. Braidwood, Archdiocese Discretionary Fund, Lapeer, Michigan, General Purpose	—	$ 10,000	$ 10,000	—
Right Reverend George R. Selway, D. D. Discretionary Fund, Menominee, Michigan, General Purpose	—	8,000	8,000	—
The Church Society of College Work, Cambridge, Massachusetts, General Purpose	—	7,500	7,500	—
St. Paul's Episcopal Church, Flint, Michigan, General Purpose	—	7,500	7,500	—
Michigan Health Council, East Lansing, Michigan, Scholarship	—	6,000	6,000	—
National Alliance of Businessmen, Inc., Washington, D. C., Flint Metro Area Co-op Program	—	(5,000)	(5,000)	—
Harding College, Searcy, Arkansas, General Purpose	—	5,000	5,000	—
Trevecca Nazarene College, Nashville, Tennessee, General Purpose	—	5,000	5,000	—
Michigan Colleges Foundation, Inc., Detroit, Michigan, General Purpose	—	5,000	5,000	—
George Williams College, Downers Grove, Illinois, General Purpose	—	5,000	5,000	—
Flint Area Parent-Child Nurseries, Inc., Flint, Michigan, General Purpose	4,635		4,635	—
Michigan Foundation for the Arts, Detroit, Michigan, General Purpose	—	3,000	3,000	—
Berkeley Divinity School, New Haven, Connecticut, General Purpose	—	3,000	3,000	—
Bexley Hall, Rochester, New York, General Purpose	—	3,000	3,000	—
Church Divinity School of the Pacific, Berkeley, California, General Purpose	—	3,000	3,000	—
The Episcopal Church Foundation, Chicago, Illinois, General Purpose		3,000	3,000	—
Episcopal Theology Seminary of the S.W., Austin, Texas, General Purpose	—	3,000	3,000	—

STATEMENT OF GRANTS, Continued

	Unpaid Dec. 31, 1970	Grants (Reductions)	Payments (Refunds)	Unpaid Dec. 31, 1971
General Theological Seminary, New York, New York, General Purpose	—	$ 3,000	$ 3,000	—
The Protestant Episcopal Theological Seminary in Virginia, Alexandria, Virginia, General Purpose	—	3,000	3,000	—
School of Theology, Diocese of Michigan, Detroit, Michigan, General Purpose	—	3,000	3,000	—
Trinity College, Hartford, Connecticut, General Purpose	—	3,000	3 000	—
Freedom Foundation at Valley Forge, Valley Forge, Pennsylvania, General Purpose	—	3,000	3,000	—
Grants of less than $3,000 made to various grantees for exempt purpose of organization	—	46,364	46,364	—
	$18,820,929	$15,370,394	$24,507,330	$ 9,683,993

BOARD OF TRUSTEES

Charles Stewart Mott
Honorary Chairman of the Board
Treasurer

C. S. Harding Mott
President

William S. White
Secretary & Vice President

Joseph A. Anderson

William S. Ballenger, Jr.

Charles B. Cumings

Ruth R. Mott

Harold P. Rodes

George L. Whyel

The Charles Stewart Mott Foundation was created by Trustee Agreement dated June 19,1926

MOTT FOUNDATION STAFF

PROGRAM

Homer E. Dowdy
Vice-President, Program Administration

Education

Dr. Herman E. Warsh
Director

Mrs. Odell Broadway
Consultant, Community Involvement

Guy V. Houston
Consultant, Secondary Education and Recreation

Norward Roussell
Consultant

Health Education and Medicine

Dr. Arthur L. Tuuri, Consultant

Information and Publications

Steve Richards, Consultant

Planning Services and Community Activities

Dr. Marilyn Steele
Director

Mrs. Naomi Crumley
Consultant, Urban Affairs

Training and Dissemination

Dr. Douglas Procunier
Director

Robert D. Kelly
Director, Field Services

FINANCE

Robert B. McCullough
Financial Vice-President

Lawrence Doyle
Foundation Controller and
Compliance Officer

Frank Gilsdorf
Projects Controller

For further information regarding any phase of this Annual Report contact:

The Mott Foundation
Mott Foundation Building
Flint, Michigan 48502

an idea

"... World peace and understanding among men must begin in men's hearts;
neighbor must understand neighbor,
and people must learn to live together in neighborhoods and cities
before nation can understand nation
and a world can live in peace.
To this end, people must be provided the opportunity
at a grass roots level to learn to understand one another's problems,
to work together,
and to find the means to improve themselves and their cities."*

*The Charles Stewart Mott Foundation

come to light

SERVE P
PL

In the 1930's, with America in the grip of the Great Depression, the Charles Stewart Mott Foundation of Flint, Michigan sought an answer:

> "Why can't we transform our neighborhood schools into total opportunity centers, which function 14-16 hours a day, year round, meeting many of the wants and needs of all age groups in the neighborhood communities?"

The Mott Foundation saw the neighborhood school as a place where people could come together and attempt to solve the growing problems of despair and frustration of a devastating depression. Since the school is the only public institution found in every neighborhood community, the Mott Foundation saw the school as a center of neighborhood community life—a rallying point around which people could begin, once again, to have a real impact upon their own destinies.

For the past forty years, the Mott Foundation has dedicated its resources to encouraging school districts to revitalize and rehumanize their schools in an effort to make the schools an integral part of the communities which they serve.

The problems faced by communities today are as serious and even more complex than they were in the 1930's. Today, Community School Education leaders are again asking how the schools can serve communities in crisis.

1. How can schools again become a focus of community life which can help people regain trust in each other and build a new commitment to their community?
2. How can schools play a leadership role in helping coordinate the work of public and volunteer groups in meeting the unique wants and needs of the community?
3. How can schools reach out beyond the walls of the classroom to use the total community as a learning laboratory, and, in the process, assist in improving the quality of life of all residents?

communities in crisis

MACHADO SCHO

Community Education concerns itself with everything that affects the well-being of all citizens within a given community, and with the dynamics of relating the problems of people to the available community resources. It seeks to extend the role of the school from one of the traditional concept of teaching children to one of identifying the wants, needs and problems of the community and then assisting in the development of facilities, programs, and leadership toward the end of improving the entire community.

The concept of Community Education is based on the belief that given the opportunity to make fuller use of their schools, people will work together to improve themselves, their homes and their community. As the prime educational institution of the community, the traditional school is converted into a "total opportunity center" for all age groups in the neighborhood community.

The concept of a community-centered school is not new. In the early days of our country, the "little red schoolhouse" served as the hub of the community. Today, the school remains as the only public institution which is found in every neighborhood community. But often the school exists almost as an island in the community that it serves.

In contrast, however, the Community School:

1. Makes its facilities and resources available to all age groups in the neighborhood community — day and night — year round.
2. Mobilizes available human and financial resources of the community to meet the wants and needs of the people in that neighborhood community.
3. Promotes the meaningful involvement of the total neighborhood community in its identification and resolution of school/community problems.
4. Develops a "sense of community" and promotes democratic thinking and action through a widely-based Community Advisory Council.

little red schoolhouse

SCHO
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"Do not try to 'sell' the community what they already own, but help them to understand what is theirs."

. . . Elsie R. Clapp

School buildings represent a huge community investment of tax dollars. The traditional school — operating a few hours a day, some 180 days a year — is a luxury that we can no longer afford. For too many citizens, the schools represent only a recurring taxpayer obligation.

The Community School maximizes the use of its physical and human resources and operates as a total opportunity center. It seeks to relate the educational process to all age groups and all segments of the community in the belief that people, including school children, are educated by their total environment. School buildings are ideally suited to meet many of the educational, recreational, social, and cultural needs of all age groups. The Community School helps mobilize and coordinate the enormous resources of the available organizations, agencies and groups in the community. The Community School can provide leadership to people in the determination of their wants and needs, the identification of potential community resources, and the coordination of these resources to meet those wants and needs.

The implementation of Community Schools can result in the following benefits:

1. Less waste and duplication of limited human and financial resources.
2. Develops a "sense of community" as people learn to come together to resolve their community problems.
3. Reduces the school vandalism rates as school facilities are widely used and people develop more pride in their facilities.
4. Helps close the gap that often separates schools from their communities.
5. Improves the philosophical and financial support of schools by all segments of the community as people begin to use "their" Community School.

it makes sense

Many schools have tried various experiments which sought to maximize the use of school facilities and increase community involvement. Most of these efforts failed because no one individual was designated to provide the necessary leadership in this undertaking.

In the last two decades there has been a rapid increase in the number of Community Schools. The growth and success of the Community School movement is due, in great part, to the leadership provided by a trained, full-time Community School Director. The Director assists the residents of the neighborhood community to determine their own wants and needs. He discovers the hidden human and financial resources of the immediate community. He becomes knowledgeable of the wider-community resources and draws those resources into the immediate community. He relates the school to the neighborhood community and the community to the school. The Director assumes prime responsibility for converting the school plant into a total opportunity center.

The Community School Director also assists community organizations and agencies to expand and extend their programs and services. For example, California has some of the most extensive recreation, adult education, and community college programs in the nation. It is the task of the Community School Director — working full-time at the neighborhood community level — to assist these groups in matching their valuable human and financial resources to the wants and needs of the neighborhood community.

Alone the Community School Director is powerless. He is assisted and advised by a widely-based Community Advisory Council. The Council is composed of representatives from existing school and neighborhood organizations, community agencies, and all segments of the neighborhood community — students, teachers, administrators, parents, non-parents, senior citizens, and businessmen. The Council serves as a sounding-board of the neighborhood community, expressing the wants and needs of the community and suggesting programs and activities to meet these wants and needs.

the catalyst

The California Center for Community School Development, located at California State University at San Jose, is a joint project of the California State University and the Charles Stewart Mott Foundation. The California Center is one of the newest in a network of fifteen regional dissemination centers strategically located throughout the country. Under the auspices of the California Center, a Co-operating Center for Community Education has also been established at California State University at Northridge.

The unique partnership of the C. S. Mott Foundation with the California State Universities at San Jose and Northridge allows the Centers to assist California school districts by:

1. Serving as information dissemination centers for the development of Community Schools.
2. Providing consultant services. Free of charge, to school districts wishing to develop pilot Community Schools.
3. Serving as training centers, where the philosophy of Community Education can be integrated into the training programs of school teachers and administrators.
4. Providing training and field work supervision for Community School Directors.
5. Assisting school districts and communities in an evaluation of community needs, resources, and existing programs.
6. Serving as an arm of the C. S. Mott Foundation in providing small seed money grants to assist some school districts in the establishment of Community Schools.

the first step

California Center for Community School Development
California State University
School of Education
San Jose, California 95114
Tony S. Carrillo, Director
Tedd R. Morris, Associate Director (408) 277-3313
(408) 277-3101

Co-operating Center for Community School Development
California State University
School of Education
Northridge, California 91324
Carroll Lang, Director (213) 885-2761

Senator WILLIAMS. We now have a panel of people from many parts of the country: Mr. Harry C. Allen, administrator, Brockton Community Social Program, Brockton, Mass.; Mr. Tony S. Carillo, director, California Center for Community Education Development, California State University, San Jose, Calif.; Ms. Suzanne M. Fletcher, director, Community Education Center, Montclair State College, Montclair, N.J.; and Mr. Charles F. Porter, director, Community School Development Center, Colorado State University, Fort Collins, Colo.

This legislation is well supported already in the Congress. We have 19 or 20 Senators who are sponsors, and there are 33 Members of the House of Representatives who are sponsors. After your statements here today and all the testimony is in today and tomorrow, I am speculating that we will have many more requests to be sponsors of this.

Who is chairman of this panel? Ms. Fletcher, are you heading this delegation?

STATEMENT OF HARRY C. ALLEN, ADMINISTRATOR, BROCKTON COMMUNITY SCHOOL PROGRAM, BROCKTON, MASS.; TONY S. CARILLO, DIRECTOR, CALIFORNIA CENTER FOR COMMUNITY EDUCATION DEVELOPMENT, CALIFORNIA STATE UNIVERSITY, SAN JOSE, CALIF.; SUZANNE M. FLETCHER, DIRECTOR, COMMUNITY EDUCATION CENTER, MONTCLAIR STATE COLLEGE, MONTCLAIR, N.J.; CHARLES F. PORTER, DIRECTOR, COMMUNITY SCHOOL DEVELOPMENT CENTER, COLORADO STATE UNIVERSITY, FORT COLLINS, COLO., A PANEL

Ms. FLETCHER. By default, I think.

Senator WILLIAMS. No, by appointment I just appointed you chairman.

Ms. FLETCHER. Perhaps in the interest of chronology, we could go the way that we appear on the agenda. Mr. Allen is first.

Mr. ALLEN. It is a pleasure to be here to tell you about our program in Brockton, Mass.

Senator WILLIAMS. Maybe we better get your position. You are the administrator of the Brockton Community School Program, Brockton, Mass.?

Mr. ALLEN. That is correct.

We are a city of 92,000 people. It is a city that has experienced an overwhelming population explosion in the past 10 years of over 50 percent. This has fragmented our city creating ethnic, social, and political problems. In the past 3 years, though, one thing has begun to draw people of all concerns together. This is the community school program.

We believe that education is for everyone—that it is a lifelong process. We believe that such expensive facilities as schools must offer opportunity to all the taxpayers, those who must pay for them, not just children, and further that these same taxpayers should also be involved in the planning of their programs. We believe that if our community is to be truly an educated community and if people share their talents and skills, then we will surely live in a wonderful environment.

These are no longer only beliefs; they have proven to be truths because our people have responded by the thousands to the opportunities we have been able to provide.

In 1972 the attendance in our neighborhood school program soared to 57,000 people in spite of the fact that just 6 of the 10 schools were open and for only part of the year. Each community school coordinator, with input from their neighborhood council, which is composed of a cross section of average citizens of the neighborhood, offered classes and programs for all ages. Movies, seminars, dance classes, basketball, volleyball, tennis, remedial reading, knitting, sewing, photography, ceramics, karate, investments, cake decorating, and even conversational Greek were among the many offerings our citizens asked for and received.

Some schools were made available as teenage drop-in centers. One school works with the courts and Youth Resources Bureau in combating juvenile delinquency. Libraries have been opened for evening study with Halloween and Christmas parties the favorties of the younger children. You see, we have found that it takes the professional and lay person working together to really understand and service their own neighborhood.

The educational needs of the adult community are not, as everyone knows, seasonal nor do they cease when someone graduates from high school or college. The need of individuals to acquire skills or training necessary to improve their lives can and do come at any time. Consequently, we have worked very hard to try to offer opportunity in as many ways as possible.

In 1972 we initiated the four semester plan. This keeps our new and modern high school and other schools open year round.

It also enables a person who discovers in the winter or spring that he or she needs a certain course to obtain a particular job that they have only a short wait until the next semester begins. Thus one of the most flexible and responsive programs in America.

Since the inception of the Brockton community school program, never have the course offerings been the same. Why? Because, before each term begins we want to be sure that the courses meet the current needs of our community.

The adult program was in session 37 weeks in 1972, offering 200 different courses taught by 141 teachers. Nearly 11,000 people were enrolled in our adult program and our figures for 1973 already show a sharp increase.

Other adult programs to meet specific needs—this past January we opened our adult learning center, which we call "Open House," because that is what it is to those who need basic education instruction. Here adults who have dropped out of school can stop in our downtown location from 9 in the morning until 9 at night, 5 days a week, for as long as they wish, where they work and receive individualized instruction in basic reading and math. This informal coffee clatch type approach has seen us reach our attendance goal for the first year in just 6 months. It seems quite clear to me that people do want to learn.

The manpower development training program comes under the community school umbrella in Brockton and it is a warm and welcome sight to see adults working hard to learn new skills so that their opportunity for employment will be greater. Training in such fields as cooking and automotive repair for men and in clerical skills and practical nursing for women has to help people to find employment and to give them confidence that they can learn new skills and get better jobs.

In Brockton we not only have citizens advisory committees for each neighborhood school but we also have established citywide committees to advise us on education, recreation, and cultural affairs. Input from these committees, which are made up of city taxpayers, have helped to establish many new programs for our citizens. One of the most interesting to come out of this process was established 3 years ago by our cultural committee who felt that the average person needed some type of special activity during the summer.

So they organized what we called "Summerfest 1971" and the results have been fantastic. Our summerfest brings together all types of people for 3 days the first weekend in August just to have some good old-fashioned fun.

We have a high quality art show, craft demonstrations, old movies, fashion shows, ethnic food booths, public service booths, kite flying, frog jumping and 3 days of continued entertainment such as rock concerts for the young, jazz for those who remember, and band concerts for the senior citizens.

Last year 20,000 people showed up to enjoy themselves. As one fellow said, "I've been here 3 days with my family and it cost me $1.50; that's just great." In this day and age it really is great.

The best part is the fact the volunteers, the police, firemen, custodians, musicians, and stagehands all chip in for these 3 days to work together so others can have a good time. And, gentlemen, if my emotions have not overcome my reason, that is what it is all about.

We have other volunteers teaching boxing, basketball, ushering, delivering posters, sewing costumes, timing swims and track meets; they really are beautiful people.

The community school has to cover all fields so that no one is forgotten. This means our summerfest olympics; the community school playhouse which is a resident theater group for all local thesbians; the local symphony orchestra; the get ready program, a summer athletic instruction program that has 1,000 boys and girls receiving instruction in skills and fundamentals this summer; the community school "Y" swim team, a joint program with the local YMCA to encourage young hopefuls to spend some time in competitive swimming rather than standing on a street corner.

Also the planetarium shows, rock concerts, lectures, the Saturday conservatory where any child can learn to play an instrument—the list is as long as the need is great.

All these programs, and more, come under the umbrella of the Brockton Community School program because it is imperative to have coordination and not duplication. Not 1 cent should be wasted; tax dollars are important.

Gentlemen, last year our attendance totaled 127,000 people, more than our population, because there are people who take part in more than one program. We are proud of this and hopefully we can keep providing the opportunity, but we need your help.

In closing, let me reiterate the fact that our public schools are paid for by homeowners and renters alike and not only by those with children but those without children as well. It only makes commonsense to provide all citizens unlimited opportunities for education, recreation, and culture by using their own expensive school facilities not just part of the day and part of the year but all day and all year.

For just 1 percent of the school department budget we have been able to provide this. That's right, just 1 percent. Apart from this, there are service fees like tuition and registrations that are returned to the city.

If we are to continue to service the needs of our community and to grow, we need your aid, too. The Community School Development Act will assist us to grow and others to begin.

If you act favorably on this bill, there will be an instant yield, because none of this money must go into bricks and mortar—the schools are already there—this new money will go immediately into highly visible and productive activities like those described earlier.

We in Brockton are learning to work together, to share together, and everyone is having a good time. Why don't you join us?

We in Brockton think it is a great direction in education and we would like to be a part of it with you.

Senator WILLIAMS. You administer the program in Brockton?

Mr. ALLEN. That is correct.

Senator WILLIAMS. Were you in the school system prior to the inception of community schools program?

Mr. ALLEN. Yes. I was an English teacher and track coach.

Senator WILLIAMS. Let me ask you this: We have seen across the country, at least particularly in the East that I am familiar with, citizen rejection of referendum questions on bond issues, school bond issues, and also budget questions. What has been your experience of acceptance of the school budget following the advent of this community school program?

Mr. ALLEN. I can cite one example, Senator. One of the reasons for the community school program coming into being in Brockton was the fact that 3 years ago when we started, we had just completed building a brandnew high school which cost $16.9 million, and they felt that there was never going to be acceptance of this unless they let the community use these facilities. So the program came into being, and I was hired at that time to do something with the facilities.

Just a few months ago now we tried to build two new schools, elementary schools for $10 million, and because the people have responded in the programs we have offered the past 3 years, there was not a question—nobody appeared before the school board because everybody is using the schools now, they are very happy, and they are into the schools, they are into the programs, and the comments you hear are far different than you heard 3 years ago in Brockton.

Senator WILLIAMS. The new schools were approved?

Mr. ALLEN. Very easily.

Senator **Williams**. Well, I am glad I asked the question. I was hoping that would be the experience, but I did not know whether it was or not. Thank you very much.

Mr. **Allen**. Thank you.

Senator **Williams**. Miss Fletcher, would you introduce the next panelist?

Ms. **Fletcher**. He is Dr. Tony S. Carrillo, director of the California Center for Community Education Development, California State University, San Jose, Calif.

STATEMENT OF DR. TONY S. CARRILLO, DIRECTOR, CALIFORNIA CENTER FOR COMMUNITY EDUCATION DEVELOPMENT, CALIFORNIA STATE UNIVERSITY, SAN JOSE, CALIF.

Dr. **Carrillo**. Mr. Chairman, as a center director of one of the existing regional centers for community school development, I am pleased to testify in behalf of S. 335. Section 101 of this proposed legislation allows the commissioner of education to make grants to institutions of higher learning to establish new developmental centers and to expand existing centers.

Perhaps the experience of the existing regional centers may be of assistance to the committee as it considers the merits of this bill. As I address myself to the role of these centers, I will share some experience of the California Regional Center, but the same could be said for all of the existing centers across the country.

In the essence of time, I am leaving for the staff enough copies of our California Regional Center brochure that discusses dissemination, and then the strategies that the regional centers use in implementing community schools in their service areas.* We are very service-oriented in involving affected audiences in making the decision that they indeed want to move in the direction of community schools.

My task here is primarily to indicate what the role of these centers is at present, in relationship to dissemination and implementation.

Very briefly, they are: 1, to serve as dissemination centers of information on the philosophy of community education and the vehicle of the community school; 2, to integrate the philosophy and practice of community education into the training programs of school personnel; 3, to provide consultant services at no cost to school districts, governmental entities and community groups wishing to develop pilot community schools; 4, to develop preservice and inservice training programs for community school personnel and field work supervision for these personnel; and, 5, to assist school districts and communities in an evalution of community needs, resources, and existing programs.

Clearly tasks 2, 3 and 4 above are our most important and time-consuming tasks. Please permit me to briefly expand on those roles.

People often wonder why we are housed in institutions of higher learning, when most of our work takes us out into the field. We are housed in institutions of higher learning because they are the major institutions affecting the philosophy of those in the field of education and related fields.

As we work with communities to establish community schools, few of us ever encounter opposition from community people—it is too logical a concept to them. We seldom encounter resistence from agencies—they are looking for a natural network by which to expand and extend their programs and services. Which leaves only one group, and we are primarily housed in schools of education in order to have an impact on the preservice and inservice training programs of school-related personnel.

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*Retained in committee files.

Center staff integrate the philosophy and practice of community education into the campus training programs by: (1) providing inservice training for existing staff members; (2) making presentations to undergraduate and graduate classes; (3) developing interdisciplinary undergraduate and graduate training programs in community education; (4) conducting workshops and conferences; and (5) working closely with other related departments in joint ventures to extend the campus resources out into the community and the community resources into the campus.

Based on some early sad experiences, the existing Mott Foundation supported regional centers require that the sponsoring institutions make a number of important commitments to make the centers successful, the principal ones being that: (1) the center staff must have experience and training in community education development; (2) the center staff must be considered regular staff members of the institution, with commensurate rank and privileges; (3) the institution must commit the necessary support services for the center staff; and (4) the institution must commit itself to continue the center operation when Mott Foundation funds are withdrawn.

The most time-consuming task of these centers is to provide consultant services to school districts and communities interested in establishing pilot community schools. This is a time-consuming task because the philosophy of community education requires that the affected audiences (community, schools, agencies) be very involved in examining the concept and its implementation.

Often it takes as much as 5 or 6 months of consultant services to establish a single community school pilot. But we feel that adequate developmental processes will tend to assure the establishment of model community school pilots.

And, lastly, once these pilots are established, there is an urgent need to provide preservice and regular inservice training for community school directors. Clearly one of the keys to the success of community schools is the availability of trained leadership at the neighborhood level. The centers provide the necessary training and field work supervision to insure successful community schools.

We find it interesting that when people first hear about the community school concept, they often ask, "Why has this simple, logical idea not been implemented earlier in our community?" The community school is an excellent vehicle by which to: (1) maximize the use of existing facilities; (2) improve the attitude and practices of the regular K–12 program; (3) coordinate the human and financial resources of a community; (4) work with the total community as a learning laboratory; (5) promote meaningful community involvement; (6) make institutions more responsive to the wants and needs of people; and, (7) develop a "sense of community" by which people can have some degree of control over their immediate destiny.

The reason that more community schools have not been established is because there has been a lack of trained leadership available to assist school districts and communities in exploring this concept. The C. S. Mott Foundation must be commended for its pioneering efforts in cosponsoring a network of 16 regional centers across the country. But if community schools are to be really tested across the country, it will take more resources than those presently available.

It will take an expansion of existing developmental centers, establishment of new centers, and more trained leadership made available. I sincerely hope that Senate bill 335 can become a legislative reality in order to help make the philosophy of community education and the vehicle of the community school a reality across this country.

In closing, Mr. Chairman, let me just briefly indicate why I am particularly interested in a national thrust in community education. I have spent, Mr. Chairman, all of my life working with my people in the Mexican-American community or Chicano people if you please. For many years I devoted myself to the political arena as one kind of answer, having spent 6 years in the Arizona State Legislature. I think politics is certainly one vehicle, but I still look to two other kinds of vehicles: one, efforts by which people of all walks of life in a given community can learn to come together and to have the opportunity to move forward together; and second, education, that escalator that can bring people into the mainstream of American life.

As I look back on my education in my Mexican-American barrio in Tucson, Ariz., I vividly recall the "Grand Canyon" that existed between the school and our community. We all spoke Spanish before we spoke English, yet our teachers were trying to teach us English with all the instruction in a foreign tongue. They were trying to teach us civics, when most of our parents were not citizens themselves. They were dishing out homework to do in homes where nine of us lived in two rooms—while the school library was closed at 3:30. Most importantly, there was no linkage or reinforcement in the home of what the schools were trying to do, because our parents only came to school when there was something wrong.

I have now participated in the development of over 100 community schools in Arizona and California, with almost half of these being in so-called economically deprived areas.

I have seen the vehicle of the community school used as a positive force to help a total group of people in a community move forward. Community schools can be a viable alternative to improve the quality of life of any community, but, from my perspective, they can be especially effective in helping minority groups retain their cultural heritage in a pluralistic society while also becoming equipped to join the mainstream of American life.

Mr. Chairman, I hope that as the members consider this bill that they will also look at this very important implication. Thank you very much.

Senator WILLIAMS. Thank you very much. I appreciate that statement. I had some questions that dealt with the last point you made, but you made it completely for me.

It will be very helpful to the members here.

Which came first in your life, politics or education?

Dr. CARRILLO. Education. I spent 12 years teaching government and then became active in politics—in fact too early, I had to sit out 3 months of my first term in order to become old enough to take my seat.

Senator **Williams**. You were elected after that, was it 6 years?

Dr. **Carrillo**. Three terms.

Senator **Williams**. And then went back to education?

Dr. **Carrillo**. Right.

Senator **Williams**. Thank you very much.

[The prepared statement of Dr. Tony S. Carrillo follows:]

July 11, 1973

TESTIMONY OF DR. TONY S. CARRILLO, DIRECTOR
OF THE CALIFORNIA REGIONAL CENTER FOR COMMUNITY SCHOOL DEVELOPMENT,
CALIFORNIA STATE UNIVERSITY, SAN JOSE, CALIFORNIA

Subcommittee on Education of the Senate Committee on Labor and Public Welfare on S.B. 335 (COMMUNITY SCHOOL DEVELOPMENT BILL)

Mr. Chairman and Members:

As a Center Director of one of the existing Regional Centers for Community School Development, I am pleased to testify in behalf of S.B. 335. Section 101 of this proposed legislation allows the Commissioner of Education to make grants to institutions of higher learning to establish new developmental centers and to expand existing centers.

Perhaps the experience of the existing Regional Centers may be of assistance to the Committee as it considers the merits of this bill. As I address myself to the role of these centers, I will share some experiences of the California Regional Center, but the same could be said for all of the existing centers across the country.

The role of the existing Regional Centers is as follows:

(1) To serve as dissemination centers of information on the philosophy of Community Education and the vehicle of the Community School;

(2) To integrate the philosophy and practice of Community Education into the training programs of school personnel;

(3) To provide consultant services to school districts, governmental entities and community groups wishing to develop pilot Community Schools;

(4) To develop pre-service and in-service training programs for Community School personnel and field work supervision for these personnel; and,

(5) To assist school districts and communities in an evaluation of community needs, resources, and existing programs.

Clearly tasks 2, 3, and 4 above are our most important and time consuming tasks. Please permit me to briefly expand on those roles.

People often wonder why we are housed in institutions of higher learning, when most of our work takes us out into the field. We are housed in institutions of higher learning because they are the major institutions affecting the philosophy of those in the field of education and related fields. As we work with communities to establish Community Schools, few of us ever encounter opposition from community people -- it is too logical a concept to them. We seldom encounter resistence from agencies -- they are looking for a natural network by which to expand and extend their programs and services. Which leaves only one group, and we are primarily housed in Schools of Education in order to have an impact on the pre-service and in-service training programs of school related personnel.

Center staff integrate the philosophy and practice of Community Education into the campus training programs by: (1) providing in-service training for existing staff members; (2) making presentations to undergraduate and graduate classes; (3) developing interdisciplinary undergraduate and graduate training programs in Community Education; (4) conducting workshops and conferences; and (5) working closely with other related departments in joint ventures to extend the campus resources out into the community and the community resources into the campus.

Based on some early sad experiences, the existing Mott Foundation supported Regional Centers require that the sponsoring institutions make a number of important commitments to make the Centers successful, the principal ones being that: (1) The Center staff must have experience and training in Community Education development; (2) the Center staff must be considered regular staff members of the institution, with commensurate rank and privileges; (3) the institution must commit the necessary support services for the Center staff; and (4) the institution must commit itself to continue the center operation when Mott Foundation funds are withdrawn.

The most time consuming task of these Centers is to provide consultant services to school districts and communities interested in establishing pilot Community Schools. This is a time consuming task because the philosophy of Community Education requires that the affected audiences (community, schools, agencies) be very involved in examining the concept and its implementation. Often it takes as much as 5 - 6 months of consultant services to establish a single Community School pilot. But we feel that adequate developmental processes will tend to assure the establishment of model Community School pilots.

And, lastly, once these pilots are established, there is an urgent need to provide pre-service and regular in-service training for Community School Directors. Clearly one of the keys to the success of Community Schools is the availability of trained leadership at the neighborhood level. The Centers provide the necessary training and field work supervision to insure successful Community Schools.

We find it interesting that when people first hear about the Community School Concept, they often ask, "Why has this simple, logical idea not been implemented earlier in our community?" The Community School is an excellent vehicle by which to: (1) maximize the use of existing facilities; (2) improve the attitude and practices of the regular K-12 program; (3) coordinate the human and financial resources of a community; (4) work with the total community as a learning laboratory; (5) promote meaningful community involvement; (6) make institutions more responsive to the wants and needs of people; and, (7) develop a "sense of community" by which people can have some degree of control over their immediate destiny.

The reason that more Community Schools have not been established is because there has been a lack of trained leadership available to assist school districts and communities in exploring this concept. The C. S. Mott Foundation must be commended for its pioneering efforts in co-sponsoring a network of 16 Regional Centers across the country. But if Community Schools are to be really tested across the country, it will take more resources than those presently available. It will take an expansion of existing developmental centers, establishment of new centers, and more trained leadership made available. I sincerely hope that S.B. 335 can become a legislative reality in order to help make the philosophy of Community Education and the vehicle of the Community School a reality across this country.

In closing, please permit me to share why I am personally committed to a national effort of Community Education development.

All of my life has been spent working with my people in the Mexican-American community. I view the vehicle of the Community School as one excellent means by which to help move Mexican-Americans and other minority groups into the mainstream of American life.

As I look back on my education in my Mexican-American barrio in Tucson, Arizona I vividly recall the "Grand Canyon" that existed between the school and our community. We all spoke Spanish before we spoke English, yet our teachers were trying to teach us English with all the instruction in a foreign tongue. They were trying to teach us civics, when most of our parents were not citizens themselves. They were dishing out homework to do in homes where nine of us lived in two rooms (while the school library was closed at 3:30). Most importantly, there was no linkage or reinforcement in the home of what the schools were trying to do, because our parents only came to school when there was something wrong.

I have now participated in the development of over 100 Community Schools in Arizona and California, with almost half of these being in so-called "economically deprived" areas. I have seen the vehicle of the Community School used as a positive force to help a total group of people in a community move forward. Community Schools can be a viable alternative to improve the quality of life of any community, but, from my perspective, they can be especially effective in helping minority groups retain their cultural heritage in a pluralistic society while also becoming equipped to join the mainstream of American life.

Thank you

Senator **Williams**. Miss Fletcher.

STATEMENT OF SUZANNE M. FLETCHER, DIRECTOR, COMMUNITY EDUCATION CENTER, MONTCLAIR STATE COLLEGE, MONTCLAIR, N.J.

Ms. **Fletcher**. It is rather difficult to introduce yourself, but for clarity in the record, I am Suzanne M. Fletcher, director of Community Education Center, Montclair State College, Montclair, N.J.

I have submitted for the record my written testimony to which I will refer, and the copy of the article that appeared in the Community Education Journal.

Specifically, when I was invited to come and offer testimony, I was asked to address myself to the topic of cooperating centers. Dr. Carrillo has given me a good springboard. Cooperating centers came on the national scene the same fall that you introduced the bill for community school development, and New Jersey has one of the four original centers.

The cooperating center, as a development, I think is the only way that we will be able to adequately supply the needs of a growing community education movement.

Regions within the context of community education do not dovetail with HEW or something else. New Jersey is part of the northeast region. That is all of New England, the State of New York, and the State of New Jersey. The resource center for those States was at the University of Connecticut.

As you look at—and here I become personalized—a State like New Jersey, with a record of 942 persons per square mile, as you look at it with the highest population density, it becomes obvious that a center in another State, with fairly minimal staff, could not answer the request for help, could not give regular assistance, could not develop the contacts at the State department of education level. It could not provide the kind of training programs that were needed in New Jersey, not adequately.

The same story was repeated other places, and the notion of a cooperating center that would have for its service area a specific State, or in a few instances a specifically delineated area, came into being. Cooperating centers are just that. We are autonomous in that we are there to respond to the unique needs of the State that we are working in, and those needs are different than any other State's needs.

The whole mission that cooperating centers are charged with is the same as regional centers though. We are charged with the effort at disseminating information within the States. We are charged with helping people, helping districts to implement community education. We are charged with the function of training on an institutional basis, on a seminar basis, whatever kind of training will meet the needs of the people that we are working with.

So specifically, in identifying what a cooperating center does, I will allude to what is happening in New Jersey.

In terms of dissemination of information perhaps, Senator, you provided us with one of the first experiences when the center opened. Shortly after you introduced your bill, you got a letter from a citizen of West Orange, just asking you for more information about it. You referred the letter back to New Jersey and it got back to me, and the outcome was working with the human relations committee, specifically one woman, not professional by any means, but just one who felt that this community was so fragmented and alienated, there had to be some way to go after it. In that instance, it has been an 18-month consulting type of activity. One month ago the town council and school board of education matched funds for a pilot effort in this one community. It was a long time coming. Dr. Carrillo alluded to that kind of consulting, and that if something is going to be a solid growth, it must be extended over a long period of time.

We work with small groups, civic groups, professional educators, with other college personnel, with whatever group is interested and wants to become a little more perceptive, a little more aware, a little more knowledgeable about community education. We deliberately work out—not in. It is not an office for people to come to, a center that is there on the hill, it is an outreach operation. We also only assist. "Catalytic agent" is an overused word, but a center does not exist to make community education happen for a district or school. We will work with people to make it happen. So in a very real sense the whole process of dissemination of information is done on a personal basis. Now, here I think we have developed a rather unique system in New Jersey.

The center at Montclair works closely with the State department of education. We also work closely with the education improvement center in the southern part of the State, so that in effect we have one center in the State, but we are working a team operation. There is not too much duplication of effort.

There is a single person in the staff of the center of Montclair, but there are other professional people engaged in the activity. We are coordinating the effort.

In the same vein, in terms of the State department, there are regular meetings. There are jointly sponsored publications. The districts are up to 40,000 who can be identified as community education districts, and work in coordination with the center and with the State department of education, not duplicating their reports and not calling on both of us or playing one against the other, but in effect utilizing resources that are available there.

The assistance and the implementation of the concept, it has been alluded to the fact—centers and here I will say cooperating centers—here I will say cooperating centers—have an excellent opportunity to make an impact within their own institution as well as to affect other institutions.

Again it is not fact, but it has happened. In New Jersey, this summer we have two 2-week institutes in community education, training type of programs, and the student clientele for this will be teams from districts who are interested, professional people, citizens on advisory councils, town government people, but a team of persons so that there can be a coordinated effort.

This workshop was developed by Montclair, by the State department, by the EIC center, by Glassboro State College, and by Rutgers cooperatively, and that has to stand as a fairly good evidence that institutions can cooperate, and this is not with outside funding. This is cooperation.

The institute will be 2 weeks in the southern part of the State and 2 weeks in the northern part of the State.

I would like to say if you are in the State any time during those institutes, we would be very pleased to have you visit the (a) cooperating center, and (b) the training program and meet some of the district people.

Senator **WILLIAMS**. Excellent idea.

Ms. **FLETCHER**. The other element, the State policymaking level, I do not believe that you can be an effective force in the State political level without being part of the State. I do not think a center from outside the State can ever be really influential in determining the direction of the legislation, of the support or of anything else.

I believe we have worked cooperatively.

Legislation has not been introduced. It is being worked on, and it is being reworked. We are hopeful that it will come to the floor. The maintenance contract on your cooperating center is easier. You mentioned school No. 1 in Elizabeth. Well school No. 1 worked out so well that the Elizabeth Board of Education has decided to do the same thing with their new high school. They are going to make it a community center school as opposed to a traditional building, and that marks a real turnabout, because school No. 1 had a lot of outside funding. This high school is Elizabeth's own high school.

They are convinced though that there is a difference. There was a difference made in students—student turnover, the surrounding neighborhood. The training—well the obvious is a college degree program, and we are working to supply what credentials are necessary.

The other is the seminar, the workshop, the sort of instant aid or continual aid that is needed. We began work cooperatively to provide that and do it on a regular basis with the people who desire it and who need it.

I think in the interest of making sure that the next person on the cooperating centers gets a chance to address himself to the notion of the rural scene, perhaps just let me say this one thing: New Jersey is unique. I say it not to flatter you politically, but simply we have there a microcosm of everything. We have very drastic city problems. We have no spectacular answers to offer yet, to say community education will make all the difference in the world.

We have something happening that makes us believe it will make some difference, the difference it is is putting a handle on the problem, a way to approach it.

I am hopeful, although I do not know when we can say we will produce results, that New Jersey will provide a new model for other large urban areas to follow; because if it does not work there, it is only half way working—it is not really the answer we think it is.

I simply state in recognition of our urban tradition that this is the direction that we at the center, at the State department personnel have charted out for this next year something that will consume most of our efforts.

In conclusion I would like to say thank you for inviting me. If there are specifics, whether it is here or any other time, we can provide you answers for, help with, please don't hesitate to call.

Senator **WILLIAMS**. I appreciate that. I am sure there will be, down the line, more things that can come to us, and you will be helpful.

How long have you been with the community school programs?

Ms. **Fletcher**. This is the second year at Montclair. I opened the center there September 1971. Prior to that I was in the leadership training program in Michigan.

[Senator Clifford Case of New Jersey visited the hearing room and discussed the Montclair, N.J. project.]

[The prepared statement of Ms. Fletcher andot her material supplied for the record follows:]

Prepared Statement

of

Suzanne M. Fletcher

on

Pending Community Education Legislation

before

Senate Committee on Labor & Public Welfare

Mr. Chairman, Members of the Senate Sub-Committee on Labor and Public Welfare, on behalf of Community Educators - real and potential - I thank you for this time in which to speak to the critical issue of Cooperating Centers for Community Education Development.

It was in 1964 that the Mott Foundation first granted funds to some colleges and universities in Michigan in an attempt to seek the best way of serving the needs of Community Education. Exploratory in nature, these experiments in dissemination did seem successful in affecting the institutions which housed them. A positive impact upon public schools within their scope of influence was observed. The establishment of Centers for Community Education on a national scale occurred within the next few years. These Centers were designated Regional Centers for Community Education and encompassed several states as their service area. The Centers were charged with the functions of dissemination of information about Community Education, assistance to schools and other agencies wishing to implement Community Education and the training of individuals who work in the field of Community Education. In 1971 four Cooperating Centers were established in an attempt to more effectively meet the growing need for information, assistance and training. Let me state definitions for the terms Regional and Cooperating Centers.

- Regional Center - a college or university responsible for information, assistance and training in an extended area, usually several states.

- Cooperating Center - a college or university within a Regional area that works in (autonomous) cooperation with the Regional Center. The service area is usually one state.

The Community Education Development Center of Montclair State College in New Jersey was one of the original Cooperating Centers, and as I address this Committee, I will utilize specifics from our experiences in that state to give flesh to the statements about Cooperating Centers in general.

The Northeast Region, as defined in the context of Regional Centers for Community Education is comprised of the New England states, New York and New Jersey with a Regional Center located at the University of Connecticut. The geographic expanse coupled with the population of the area renders the concept of a single Center ineffectual for meaningful impact.

Consider further that one state in that area - New Jersey -

* ranks eighth among the states in population and was the most densely populated state in the nation in 1970 with 942 persons per square mile (as compared with a United States average of 57 persons per square mile)

* ranks first among the states in urbanization with 87.2% of its population classified as urban in 1969 (as compared with a United States average of 70.9%)

* ranks eighth among the states in total public school enrollment (1,482,000), but it ranked 47th in the number of school age children per 100 adults aged 21-64 in 1969. It has 590 school districts.

The need for a Cooperating Center located within the state and serving its particular character became an imperative.

Based on our experience in New Jersey, as well as the experiences of the six other Cooperating Centers that were in existence in the United States in the period 1970-1972 the following observations are made:

Every Center is charged with the functions of dissemination of information, assistance in implementation and training of personnel. A Cooperating Center serving a single state or other specifically delineated area can perform those functions more effectively.

DISSEMINATION OF INFORMATION

Expenditures of time and travel money are minimized when servicing a one-state area within which the Center is located.

It is possible to make presentations on a larger scale to smaller groups rather than the large group approach utilized of neccessity when a region consists of eight states.

It is much easier to establish a continuous association with the Department of Education on the state level, as well as achieve visibility and contact with school district personnel, when a Cooperating Center is based at an institution within the state it serves. Residence brings with it a deeper awareness of need, nuances and political developments - as well as more acceptance because Center personnel are identified as part of the scene rather than an outsider.

Some of the dissemination material produced can reflect the progress and growth of Community Education within the state - as it should. Mutually produced material (i.e. in cooperation with State Department, other colleges) reaffirm the element of utilizing all resources, cooperating agencies.

ASSISTANCE IN IMPLEMENTATION

Staff of Cooperating Centers have the opportunity to build good working relationships within their own institutions, other educational institutions within the state and State Department of Education, thus, enlarging number of personnel actively engaged in assisting development of Community Education.

At State Policy-making level -

Opportunity to assist in establishing criteria for identifying districts with Community Education; further, to share in shaping certification requirements for Community Education Coordinator.

Input in creation of state legislation supporting concept of Community Education.

Opportunity to work with specialized groups (educational and lay) who can assist in developing component parts to overall Community Education. For example, State JayCee organization, New Jersey Association of Architects, New Jersey Adult Education Association, etc.

Maintenance contact with school districts who have adopted the concept.

TRAINING

Without a college-based Center in the state it would be extremely difficult to establish a training program (i.e. undergraduate and graduate degree programs) which is the only reasonable way to provide professional credentialed leadership that will sustain Community Education as it develops and matures. A state institution of higher education provides programs that are acceptable for state credentials and also allows for the pursuit of the degree on a part-time on-going basis. Everyone can't take time off to go away and study.

A Center located within a state institution of higher education generates programs (course work and/or degree programs) in Community Education in other state colleges and universities.

Inter-institutional consortiums (in-state; in region) tap the best available resources to provide workshops, transferrable credits and diverse intern experiences.

A Cooperating Center radically affects the institution which houses it. The philosophy of Community Education permeates the whole of the professional educational program, thus, insuring an understanding of the concept by future teachers, administrators, etc. - not simply Community Education Coordinators, or majors.

Cooperating Centers, because of closer relationships developed with State Departments, evolving districts, etc. can be a valuable resource to the National Center for Community Education in providing intern experiences.

Active membership participation with state organizations and Federal projects housed in the parent institutions provide opportunity to generate understanding of and training in concept of Community Education (i.e. Director of CEDC-MSC is on Program Committee of New Jersey Adult Education Association for yearly workshop; State Project of Aging financed three-day residential workshop on Aging and Community Education; Region II Staff Development Project

(N.Y., N.J., P.R., V.I.) emanates from MSC, and the philosophy of Community Education is a component part of the training.)

Restricted service area makes it more possible to supply immediate training needs of those people who are full-time or part-time Community Education Coordinators - which tend to reflect state directions.

Community Education may not be a panacea for all of our societal ills, but it does represent a positive approach to some solutions - one with the elements of common sense and existing means which have been allowed to atrophy and lie dormant for too long. Some assistance in the rediscovery and reactivation of the concept of community as well as a community's ability to identify and find ways to meet its needs is required. There is no more logical place to look than the representative "community" of legislators gathered here in the Capitol. Cooperating Centers located within the states are an integral part of the process. Limited staffing and fluctuating funding patterns curtail their effectiveness. I sincerely urge your support of legislation supportive of them and the concept of a community approach to education.

PROFILE OF A COOPERATING CENTER

By
SUZANNE M. FLETCHER
Director, Community Education Development Center
Montclair State College, New Jersey

Why Is there a Center in New Jersey?

September, 1971 marked the inception of the Community Education Development Center at Montclair State College.

A long record of community orientation and service lay behind the decision by Montclair State College administrators to assume leadership in the development and dissemination of the concept of Community Education throughout the state. Other factors add to the unique dimensions of the growing New Jersey commitment to Community Education. Last summer (1971) Community Education was operating in at least five districts in New Jersey, and fifteen districts had requested information and assistance relative to the concept from the New Jersey Department of Education. It was not possible for state department personnel to adequately meet the growing number of requests for assistance, and made more imperative the need for a college-based center with a trained person available for immediate dissemination assistance and for long-range training purposes.

The third component was the decision by the Northeast Community School Development Center in the person of Dr. Roland G. Frank to expand its services to this section of the United States by seeking to establish cooperating centers in two states.

Taken altogether – the time was ripe, and the Center at Montclair State College is the result.

What Does a Cooperating Center Do?

Everything a regional center does – but the service area is one state. Given a state like New Jersey with the highest density population in the United States and several hundred school districts, one avoids the phrase "only one state!" The advantages of being indigenous to the service area are numerous.

Philosophically it allows the Center operation to be true to one of the basic tenets of Community Education – that it is a response to the unique needs of a group, and thus, takes many forms. We are working hard to help the development of Community Education – New Jersey style.

The state includes several major urban areas – which have all of the classic symptoms of large cities; there is a proliferation of suburban areas, and the southeastern coast is comprised of resort areas with an ebb and flow of clientele. In addition, the adult education program in New Jersey ranks among the foremost in the nation – both in terms of age, wide usage and state support. Thus, the concept of programming for adult and continuing education is not a new one. Indeed, if there is a specific hardship involved here, it is that of translating Community Education into terms that encompass adult and continuing education – but don't stop there. In the person of the State Commissioner of Education, Dr. Carl L. Marburger, there has been official recognition and affirmation of the concept as a direction which has great potential in New Jersey.

During this first year of operation a high priority has been placed on three areas in an effort to meet immediate needs. One is on-site consulting with those interested in developing Community Education in their school or district. It has been done here as elsewhere with superintendents, with building principals, with adult education directors and with concerned groups of citizens and parents.

The second area of emphasis is providing in-service workshops and seminars to assist those people who are already aware and interested – and who have begun the evolutionary process. They've taken several forms. In October we shared responsibility with the Division of Field Services in the State Department of

Please turn page

PROFILE OF A COOPERATING CENTER

(Continued from page 39)

Education for the Commissioner's Seminar in Community Education attended by 250 superintendents and adult education directors from throughout the state. In January Montclair State College hosted community educators from throughout the Northeast region for a seminar dealing with practical aspects of Community Education. The first week in February workshops were held in the northern and southern part of the state in direct response to requests emanating from the Commissioner's Seminar. The presence of Ronald Butcher, a second year Mott intern attached to the Educational Improvement Center in Pitman, has provided the southern part of the state with a consultant living in the area. Thus, priority items one and two are being met with a team approach by Montclair State College Center, EIC, and New Jersey State Department of Education.

The third area commanding immediate attention is the creation of a graduate program at Montclair State College with a concentration in Community Education.

Workshops and consulting will continue to remain important, but a part of our long-range plan to assist the healthy growth of Community Education is to provide opportunity for the development of professionally credentialed practitioners. Plans for the program are well along – and assuming the shape of reality. One course is being offered during this current semester, and another is scheduled for the fall.

What Is a Woman Doing in Community Education?

The question is posed often; my answer remains the same. The same thing as a man – working hard for something I believe in!

Suzanne M. Fletcher is Director of the Community Education Development Center at Montclair State College, Upper Montclair, New Jersey. Miss Fletcher received her B.S. at Spring Hill College, her M.A. at Seton Hall University, and completed her doctoral course work at Wayne State University during the year she was a Mott Intern. She was the only woman in the whole intern program that year. She has also done graduate work at the University of Florida. Her educational experience includes a long background of elementary and secondary teaching and administration.

Senator WILLIAMS. Mr. Porter.

STATEMENT OF CHARLES F. PORTER, COMMUNITY SCHOOL COORDINATOR, STATE OF COLORADO

Mr. PORTER. Mr. Chairman, I am pleased and honored to be here to talk to this committee on behalf of Community School legislation and more specifically as to its relevance for a semirural State. I say semirural because most of Colorado's population lives on the eastern slopes of the Rockies in largely urban areas.

I have been a high school teacher, principal, and Community School coordinator. The last role was in a rural school district that encompassed 240 square miles and four small communities totaling about 12,000 people.

At present my job is to promote the community education concept throughout the State of Colorado. My office is located in the Education Department of Colorado State University in Fort Collins.

While our Community Education Center has been in operation for only about 15 months now, I have had the opportunity to visit with many school and community leaders about the concept and how they might begin implementing it in their communities.

I have never had anyone really disagree with the concept as such. Some mistakenly feel they are already doing it, others are eager to learn more, and some say they simply cannot afford it. I would like to discuss with you those three areas of our State that would be most affected by this legislation, the university, the State education department, and the local school district.

The university: At present our university receives a $15,000 grant from the Mott Foundation to develop training programs in community education, and to provide consultative assistance throughout the State. While we have made some significant strides, I am afraid this small amount of money will not move the university very fast in bringing about broad changes in policy or make significant additions to its curriculum.

It is difficult for the university to come up with its required matching money. Since State support moneys for our university are based solely on full-time teaching equivalents generated, it does not receive any financial credit for the time our center spends in working with school districts in the field.

I believe the present bill would strengthen and expand our training center operation and enable our university to really move in the direction of giving greater service to our Colorado communities. As more and more communities request information about this simple, yet dynamic concept of community education, the demands for training and dissemination centers will rapidly increase. I believe this bill will assist our State and others in gearing up for this demand.

State department of education: Because of uncertainty and changes in Federal spending for education, our State education department has been undergoing many changes. At this time we are witnessing personnel changes in both our governorship and our State commissioner of education. Changes like these in top leadership positions along with recent changes in the educational funding picture by the legislature have all contributed to an "indecisiveness" towards the community education concept by our State department.

I do feel this community school legislation will give our State education department the opportunity, responsibility, and authority to become familiar with the concept and assume some vital leadership in the selection of, and assistance to, pilot communities within our State.

Last week I did confer with our new commissioner of education and he is most anxious to be kept informed about this legislation. Fortunately he comes from our largest community school district, Colorado Springs.

Local committees: At present in Colorado we have seven school districts out of 181 with various degrees of community school programs. Our oldest practicing Community School is suburban Aurora outside of Denver. Crawford Elementary School has had over 10,000 participants in various activities this past year in its one school alone.

Programs were provided for preschoolers to senior citizens. Our largest community school program is in Colorado Springs where they have succeeded in getting a unique consortium of funding from the city, county, and school district.

The need is very great in our urban communities, but the need is equally as great in our rural areas. My experience tells me that it is easier to implement a community school program in a smaller, rural community, than in the larger urban community. There are good reasons for this belief. In the smaller communities, most activities still center around the schoolhouse. The school facilities are usually the largest in town and employ the most people.

The community looks to the school for leadership. There is still a "sense of community" that can be tapped to implement the community school. Even in the small community the key to success is to have a well-trained, full-time community school coordinator, who also has the full support of his superintendent.

Certainly money for this additional person is sometimes a problem especially in rural districts. However, once this person is functioning in his role he will, with the help of an advisory council, begin to fully utilize all of the resources available to the community and will more than pay for himself. Money becomes a secondary problem when the community becomes the classroom.

Let me cite some of the concerns and problems that we have discovered are common in rural communities:

1. Money—money is by far the biggest question raised by small school districts. They feel it is a tough enough problem keeping the traditional K–12 program going let alone expanding to a full-blown community school program.

2. Many see no need to serve as a continuing education center, or feel no obligation to community senior citizens. They view their esponsibility as simply classroom instruction for K–12 from 8 a.m. to 3 p.m. I think this all too common view represents obsolete thinking as well as inefficiency.

3. Some school leaders fear more citizen involvement or just don't know how to utilize it.

4. The dropout rate is still high in our schools and for minority families, both urban and rural, it is greater than 25 percent. For dropouts there is no State-supported adult education program to enable them to go back for their regular high school diploma. There exists only some Federal funds and then only for adult basic education or

getting the high school equivalency certificate. I believe, no one regardless of age should be forced to pay to get their high school diploma, for education is basic to our democracy.

5. There are many superintendents and school boards, who may be willing to try something new only if it's funded with nonlocal funds.

6. Our school boards are struggling with new legislation requiring accountability and citizen's advisory groups, and yet they fail to see how the community school can be the natural delivery system in this matter.

7. Some feel that the community college should assume the role of community education and that they themselves are too small to do it. A few community colleges are moving in this direction, but their clientele are mostly commuters and they fail to really utilize the local schools, and they are still adult education oriented.

While these are some of the concerns of some of our school districts we can point to a few rural areas where community school programs are beginning to have an impact. In both these examples they were modestly funded with title III grants under the Elementary Secondary Education Act of 1965 and for that I thank you.

In the Arkansas Valley of Colorado a multicounty community education project was started to provide elementary enrichment and adult education activities in nine small communities where none had had existed before. Some of these towns were so small that local schools had been closed and children were bused to neighboring towns. You and I know that when you close down the local school, there is not much left to a community.

The community school director has reopened some of the old schools as community centers providing enrichment activities for both young and old. Senior citizens now have activities at these centers designed especially for them.

In Frederick, Colo., a coal mining area made up of 250 homes, with an ethnic background of one-third Spanish, one-third Italian, and one-third Anglos a community school program was initiated just this year. The community school director teaches half-day and then runs the community school program. During this first year a wide variety of activities have been offered.

Programs went from 3 or 4 a year to 42, from less than 100 participants to more than 2,000 participants from Frederick and surrounding areas.

These two examples are from towns that are dying or barely existing. Both show changes and activities that would not have occurred were it not for the presence of a community school coordinator. An investment of one-half a teacher's salary a year was all that it took in Frederick.

In rural communities the community school coordinator has to wear many hats. For some he is the adult educator, for others he is the recreation leader, and for others he is a teacher or principal.

In Longmont, Colo. this year 18 adults were taken off public assistance rolls through the results of community education programs. An investment of $20,000 in this program probably resulted in a net savings to the public of at least $80,000.

Helping people to help themselves is the heart of the community education concept. The community school has great potential in small communities. But we have just begun to scratch the surface across

America. What is really needed are many more demonstration projects to show rural school districts what can really be done. I believe this legislation would help tremendously do this in our State and in many other States as well.

This bill is not categorical for it will benefit both rural and urban American, from preschoolers to senior citizens, the rich and the poor. In essence it is a bill for the general welfare. In a sense the community education philosophy is like the concept of home rule. Each community is unique and each program will reflect different needs.

Hopefully this legislation will lay the seeds to make it possible for every school to eventually become a community school. It will help our community, State department and local school districts.

Thank you for inviting me here. I hope you will commit yourselves to the community education concept and do so by supporting the passage of this much needed and long overdue legislation.

Senator WILLIAMS. You have persuaded me. Thank you very much, Mr. Porter. I am glad you made that reference to analogy to home rule. This is certainly grass roots. It is just making an opportunity available is it not?

Mr. PORTER. That is right.

Senator WILLIAMS. Thank you very much, excellent presentation.

Our next witness is Mr. Dwight F. Rettie, executive director, National Recreation and Park Association.

STATEMENT OF DWIGHT F. RETTIE, EXECUTIVE DIRECTOR, NATIONAL RECREATION AND PARK ASSOCIATION, ACCOMPANIED BY MS. CAROL F. BICKLEY, SENIOR ASSOCIATE, DIVISION OF SPECIAL PROGRAMS

Mr. RETTIE. I am Dwight F. Rettie, executive director of the National Recreation and Park Association. With me this afternoon is Carol Bickley, senior program associate in the National Recreation and Park Association.

I have submitted to you and to the committee some testimony which I will not burden you with reading this afternnon.

Senator WILLIAMS. It would not be a burden, and I would like to proceed that way, but because of those rollcall votes cutting into our time, we are more limited than we would have been.

Mr. RETTIE. I can appreciate that. I would like to add a couple very brief thoughts to the testimony which we have given you. I want to speak with some measure of candor about an issue that sometimes gets hidden in the process of considering community school legislation.

I bring to you today the strongest endorsement of National Recreation and Park Association and the 18,000 members, professional and lay people that we represent. We think the community school concept and this legislation is a great idea and one, in fact, whose time has come on the American scene.

However, I also want to share with you a concern that I mentioned earlier sometimes gets hidden. It is a kind of a bureaucratic one. It is the degree to which some professional people and some agencies of government, particularly at the local level, feel somehow threatened by this grand consolidation, by this new way of doing business, in the delivery of services for the public at the local level.

We think the answer to that hidden agenda item is cooperation and coordination at the local level. There is inherent danger in the community school concept, for not the integration of effort, but the duplication of effort. We do not want to see that happen. We think the way that problem can be addressed is by the kind of coordination that in fact this legislation offers—it has such enormous potential.

We think it is also important because we see recreation and leisure time activities as one of the great massive gaps in the American educational process.

We have as a nation traditionally educated people for a job—how to get a job, how to keep a job, and how to improve the job that we are in right now. We have educated people for a good job, but we have not educated people for a good life.

It is time that we began the process of integrating into our educational programs the concern for what people do off the job, with the same kind of diligence and attention that we are concerned with what people do on the job.

It is time to educate people for what they do with their leisure time, with their discretionary time, in part because our productive processes all over the United States are tending to take away from people the opportunity for creativity, human fulfillment, personal identity, and self-discovery on the job. More and more jobs are small pieces of a large production process.

What it means is that more and more people are looking for identity, are looking for human fulfillment in what they do in their lesiure time. This places an enormous burden on the educational process and on the park and recreation and leisure movement of the United States. We see this as a great educational gap on the American scene.

The park and recreation movement stands ready to help in filling that gap. We think the community school concept offers a brilliant, and indeed, a massive opportunity to get that process started. We are pleased to support this concept. We urge that the Congress adopt it.

Senator WILLIAMS. Thank you very much. It is interesting the number of people who are starved for something different than their work scene in recreation and spend so many hours to get to it every weekend, and so many hours getting back. A little education to recreation closer to home might help a little bit in all the problems of finding recreation needs so far away.

Mr. RETTIE. That is correct.

Senator WILLIAMS. I understand the new bridge over the Chesapeake Bay is just a magnificent new opportunity, but they forgot there were two little bridges down between that bridge and the ocean, and now it has transferred the traffic jam.

I would think that recreation people, Park Service people, could be good instructors in community schools.

Mr. RETTIE. We agree with you and see it as an enormous opportunity for the park and recreation profession to help in this job.

Senator WILLIAMS. Excellent. Thank you very much. Did you have anything you wish to say, Ms. Bickley?

Ms. BICKLEY. I have been privileged to work with committee staff and others on this legislation. We are very supportive, and anything we can do to help, we will be glad to. Thank you very much.

Senator WILLIAMS. Thank you very much for your cooperation in the time problem.

[The prepared statement of Dwight F. Rettie follows:]

STATEMENT OF
DWIGHT F. RETTIE, EXECUTIVE DIRECTOR
NATIONAL RECREATION AND PARK ASSOCIATION
BEFORE THE
SUBCOMMITTEE ON EDUCATION
SENATE COMMITTEE ON LABOR AND PUBLIC WELFARE
JULY 11, 1973

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Mr. Chairman, we appreciate the opportunity to appear before you today to discuss S. 335, the Community School Center Development Act. I am Dwight F. Rettie, Executive Director of the National Recreation and Park Association.

The National Recreation and Park Association is the nation's principal public interest organization representing citizen and professional leadership in the recreation and park movement in the United States and Canada. The National Recreation and Park Association's membership of some 18,000 includes professionals working in public park and recreation agencies, members of policy making boards and commissions, educators, leaders in the private recreation and leisure industry, and concerned lay citizens. We are dedicated to improving parks, recreation and leisure activities.

First of all I want to express the support of NRPA and of the recreation profession for the goals of this legislation, and also state our recognition of the importance of recreation as a major component of good community-school programming. Park and recreation agencies have long advocated the productive use of school facilities for recreation, both during school hours and during non-school periods. In many areas fine cooperative programs of this type exist. Community taxpayers can easily appreciate the enormous investment in the physical plant of schools, and the waste of letting such an investment sit idle for many hours and months. Good programming and site design can transform a school into a tremendous community asset.

Nothing seems more obvious than these simple statements of concept. It has been the real life experience of NRPA professionals, however, that effective implementation of these goals depends heavily on a spirit of positive cooperation between the several agencies and groups involved. Recreation services are a well-accepted part of community life and are usually approved of by area residents. A number of community school programs have begun by immediately establishing recreation programs not in cooperation with local park and recreation agencies, but in competition with them. While this is not a recommended procedure, it quickly provides a spotlight and focus for the new program. Thus instead of multiplying the possible services to a community, the program has immediately duplicated activities, reproduced facilities already available, and replicated programs already being provided by trained recreation professionals. We feel strongly that this legislation represents the best opportunity to prevent this sort of competitive situation and to insure the cooperation of the many agencies, recreation and other, which will be involved in good community-school efforts.

With regard to the current question of definition arising between the use of the terms "community school" and "community education," we feel slightly inclined toward "community school," as this is the term of most common usage and suggests to us the use of the school facility as a base for community activity. Whichever terms are used to indicate community school, community school program and community school director, they should be carefully defined to avoid confusion.

A related issue of definition applies to Title I of S. 335, which establishes authority for grants to educational institutions to train community school directors. This training aspect is so basic to the operation and philosophy of community schools that we suggest Congress address the need for a well-rounded training program encompassing not only educational techniques but methods of determining community needs, coordination techniques, recreation philosophy, and other important disciplines.

Recreation has come a long way from former college and professional athletes blowing whistles on the playground. This profession had recognized its responsibility to provide challenging and satisfying leisure services to fill increasing hours of leisure time. These new challenges have required new and different training and there are now 315 educational institutions offering degrees in parks and recreation.

I would like to add at this point that one of the publication services of NRPA is a series of bulletins called Management Aids. One of the bulletins in that series is titled "School-Community Recreation and Park Cooperation." This bulletin provides some historical information on community-schools, articulates the role of recreation, offers some guidelines for cooperation, describes case histories, provides sample agreements and discusses planning for a community school. It also provides information on simple design considerations which can be incorporated into a building to increase its usefulness. In addition to such obvious design needs as increased open space for community activities, gymnasiums and multi-purpose rooms, storage space for supplies, extra lounges, check rooms and office space, the bulletin suggests outside entrances to cafeterias, libraries, shops and other special facilities. Arrangements can also be made for closing off parts of the building not in use, and heat, lights and air-conditioning can be installed or modified so as to be used only in the needed areas. I have brought several copies of "School-Community Recreation and Park Cooperation" to the Committee and additional copies are available from NRPA.

NRPA makes the following specific recommendations concerning community school legislation:

1. In order to make it clear that a community school program should be a joint effort between the school and other local groups and agencies, Section 2 should be modified to read:

> "It is the purpose of this Act to provide recreational, educational, and a variety of other community and social services through the establishment of the community school as a center for such activities in conjunction with other community groups and local governmental agencies."
> (underlines show changes.)

2. To further underscore the joint nature of such programs, any authorization for program grants, as in Title II, should include a provision for subcontracting with other organizations and agencies and for reimbursement.

3. Clarifying changes are needed to show what the grants would cover. Will the funds be available for teacher salaries, home-school counselors, supplies and equipment, remodeling, costs of school operation during non-school hours? We support a "maintenance of effort" provision. Our experience indicates that maximum flexibility in the use of funds is essential. This should include authorizing minor alterations to schools to facilitate greater community access and use.

4. There is a noticeable lack of criteria for selecting grant recipients in the proposed legislation. It is important that Congress indicate its intent for the direction of these funds. Under Title I, we suggest that grants be made to colleges and universities offering community school training programs which will prepare the coordinator to pull together and organize community resources to meet community needs. Such a program should include exposure to the concepts of social work, community organization and coordination, and recreation.

In Title II, the criteria for selection of community school grantees should include a provision for citizen participation in developing the plan and continuing citizen involvement, and the extent of cooperative effort between existing agencies and level of involvement of other groups in developing and implementing the program.

5. The allotment of community school grant funds on a population basis does not seem to be supported by a strong rationale. The present bill would provide states with a population below 5 million with a maximum of 4 projects. A state between 10 to 15 million could receive 8. This does not necessarily relate to the apportionment of dollars, since there is no maximum grant amount. We have prepared a break-down of projects by state under the present formula (copy attached). There is some indication from past programs that projects of this nature do best in smaller communities where agencies and programs can be identified and unified. Further, larger cities often have a broader range of supplemental funding programs to assist them. We suggest that the Committee re-examine this provision. A possible alternative would be regional allotment of funds with direct competition between projects within each region. A second alternative would be apportionment for more or less populous areas, with project competition within each category.

6. We are aware of the current controversy over the usefulness of Advisory Councils in connection with Federal funding programs. We believe that a strong case exists for creating one here. Success in the community school area will depend on the cooperation of several disciplines and groups, and the field is new and open to change. An Advisory Council can help. We recommend that present membership and requirements for appointment, as well as duties, be more clearly enunciated. We recommend the following language for Section 302(a).

> "The Council shall include representatives of the various services intended to be provided in community school programs."

We also suggest that a time limit be set for the appointment of members and for replacements. We support expansion of Council functions (Sec. 303) to include review of program regulations.

ATTACHMENT

States with a population less than five million (4 projects)

Alabama
Alaska
Arizona
Arkansas
Colorado
Connecticut
Delaware
District of Columbia
Georgia
Hawaii
Idaho
Iowa
Kansas
Kentucky
Louisiana
Maine Maryland
Maryland
Minnesota
Mississippi
Missouri
Montana
Nebraska
Nevada
New Hampshire
New Mexico
North Dakota
Oklahoma
Oregon
Rhode Island
South Carolina
South Dakota
Tennessee
Utah
Vermont
Virginia
Washington
West Virginia
Wisconsin
Wyoming

States with population of more than 5 million but less than 10 million (6 projects)

Florida
Indiana
Massachusetts
Michigan
New Jersey
North Carolina

States with population more than 10 million but less than 15 million (8 projects)

Illinois
Ohio
Pennsylvania
Texas

States with population more than fifteen million (10 projects)

California
New York

(1970 Census)

Senator WILLIAMS. Our next witness is Dr. Ernest Dow, executive secretary, National Association of Black Adult Educators.

STATEMENT OF DR. ERNEST DOW, EXECUTIVE DIRECTOR, NATIONAL ASSOCIATION OF BLACK ADULT EDUCATORS

Dr. DOW. Mr. Chairman, may I commend the committee for seeking the broadest input and response to the important piece of legislation before us, the Senate bill No. 335.

I am here today to express the supportive posture of the National Association of Black Adult Educators to the Community School Center Development Act.

The concept and movement of community education, with its diagnostic approach to community needs and problems, its emphases on inventory and functional use of community resources, its thrust toward meaningful curricula, imaginative educational materials and methodologies, its insistence on heterogeneous and democratic community participation, have influenced us to view community education, objectively executed, as an indispensable link to other learning factors necessary to the establishing, developing, and maintaining of lifelong education as a way of life in the United States.

This bill, which has been placed in your charge, provides a commencing viable vehicle to facilitate the beneficial ramifications of education and learning for all people, at all ages, and in every status of life.

A process and procedure for communication, the sharing of ideas, and consensus implementation are necessary for a people's enterprise, which education is. Therefore, we are encouraged to see that this bill provides for a consortium of associations and responsibilities involving the Federal, State and local levels of people, agencies, and schools.

We are pleased that the Commissioner of Education has been given advocacy and education. For we see as a concomitant benefit, in his office, which touches every level of education, and in every corner of this country, the singular opportunity of stimulating the minds of the American people to the requisite level of consciousness, through ongoing orientations, to embrace the philosophy that a literate people enhances the lives of each other, that education is the vehicle for enlightenment and deserves the actual support and involvement of everyone. We make this comment, because we do not see or believe, that the American people have come to grips with such a broad commitment to education.

An education emphasis is able to achieve its objectives if its audience can perceive their immediate interest being served, and can translate said services to realizable benefits. If people can understand and visualize how linked systems will enhance their own lives, their families' and persons whom they know, at this point in time, they will give zealous support to the central source and to allied areas from which the benefits flow.

The above characteristics are essentially within community education.

Community education is the mortar for the national education enterprise. Community education brings people together in familiar surroundings, and involves them in each other's growth, and relevant community ventures. It challenges them to make use of existing facilities and resources more adequately. It helps them to identify needs and problems, and together to tackle the needs and to solve the problems.

Community education has the continuous potential to clothe every individual with a mantle of pride, the pride of achievement, and the pride of community.

Community education brings together people of all ages, from diverse social, ethnic, and economic backgrounds and puts them to work together in a familiar milieu. As the spirit of cooperation, new awareness, and an eagerness to learn and develop, barriers of prejudice could break down, and the cycles of misunderstanding and misinformation diminish.

An additional benefit from the community education centers and movement, besides developing new leadership for education and coalition of efforts, will be the providing of an environment in which elementary, secondary, and postsecondary education can be explained, their purposes, their objectives, their linkage to the aspiration of people, their commonality with all educational endeavor, and their inability to function adequately without community support be discussed and understood.

The sequel will be good. For, when people are able to visualize the operation of education in understandable terms, identify and actualize their roles, they will apply such vigor to education that it will surge ahead. We view the community education centers and programs as a catalyst, the "moon-shot" for national education's responsive growth.

Community education will bring greater understanding, enhancement, and audience to such ongoing educational efforts as:

1. Educational activities for the aging and aged, such as the foster grandparent program, the retired senior volunteer programs, programs to de-isolate senior citizens.

2. Linguistic and community programs for stroke victims, the shell-shocked veteran, hearing-impaired persons, tapping such resources as the Gallaudet College.

3. Occupational, manpower, and career education needs of the communities.

4. The right to read programs, surfacing the reading crisis in the country, have it understood and win national support for literacy education.

5. EEE—ecology/environmental education, survival education reclaiming the purity of the air, the water, and the living environment. These problems are not only scientific, they are also social and deal with human interaction within the total environment.

6. Educational activities, which relates to mental health and mental retardation.

7. Education for the adequate and beneficial use of leasure time.

Also we see the community education center and programs as media, which coming out of human experience, which because of its close proximity to people, their needs and their problems, have the pragmatic potential to address the needs of the blacks, and other non-dominant group members of the community, meaningfully.

The minority citizen's right to equal education opportunities, unimpeded access to the economy of the country, sound occupational training, good health programs, responsive curriculums, valid educative materials, proper recreation facilities, objective counseling, equitable and nonpatronizing participation and involvement in the community must be faced up to, and surfaced as hard societal problems, which must be resolved.

The inequities visited upon blacks, native Americans, and other circumvented people by victims of insensitive and ignorant generational attitudes must be confronted, handled with the same honesty, which community education brings to other community and societal problems. Community education must evidence national and pluralistic accountability.

Permeating the entire community education movement, there appear to be a hinting of an awareness to the needs supra. We believe that such hinting is insufficient to bring about racial harmony, multiethnic, and multicultural involvement to community education and centers.

We advocate that the community education movement announce that the achievement of racial harmony, respect, and cooperation between all peoples are high priority items on its agenda.

The community education center and programs, if administered with courage, vision, and objectivity, can serve the needs of all people. However, we put before this committee and the community education movement the argument, that such an end will not materialize by silent, subtle, and faint-hearted approaches to the human alienation in this country.

People do not wish to live in communities pregnant with bitterness, suspicions, estrangement, and tension; but many times they do not know how to excise these dehumanizing negatives.

If the community education centers can effectuate a philosophy, which stresses that all people's needs and wants merit serious consideration, and should be satisfied, if they create a place and climate, in which all different kinds of persons can function in free and mutual association, then the community education movement, through its social education thrust, will nurture and create dynamic changes in our society.

The community education movement is operating in a most auspicious clime. I can count as allied to its prospects the States of Florida, Maryland, Michigan, Minnesota, Utah, and Washington, which have appropriated funds for community education.

Dr. Sidney P. Marland, Jr., the Assistant Secretary for Education, of the Department of Health, Education, and Welfare, has spoken out in support of the community education movement.

This movement has the support of national education and human services associations, such as the National Association of Black Adult Educators, the National Education Association, the National Association for Public and Continuing Education, the National Association for the Advancement of Colored People, National Society of Professional Engineers, the United States Jaycees, the National Urban League, the American Bar Association, the National Congress of Parents and Teachers, and many others, including the Governors of Idaho, and New Jersey.

We have cited the above support to evidence the diversified buttressing of the community education process and programs, and the high expectations and hope for this educative venture.

The community education movement, housed in community school centers, is an enterprise with a national thrust. It involves individuals and institutions, professionals and nonprofessionals, organizations and community groups, business and industry, in a massive focusing of resources on the educative, occupational, recreational, social, and other needs of each American. Its great promises demands and merits our support.

Ways must be found to humanize power motives. Ways must be found to develop and share leadership. "Ways must be found to help man to strive for the things worth being, as well as for the things worth having." Community education, which is on the doorstep of every American, can help all citizens to learn what to be and what to be able to do, as well as what to know.

The National Association of Black Adult Educators believes, that as the community education movement objectively meets the challenges and opportunities before it, the quality of life for all people will be enhanced.

Therefore, any effort, any activity, any legislation, which is viably in support of said movement wins our active endorsement.

Mr. Chairman, on behalf of my association, I am privileged to announce our support for the Community School Education Development Act.

Thank you for the opportunity to present this testimony to this committee today.

Senator WILLIAMS. Thank you very much. Dr. Dow, it is a most helpful statement. We appreciate it. Where is your office and where are you headquartered?

Dr. Dow. I am in the District of Columbia at 1411 K Street. That is where we have our office. But I am associate professor in the School of Education, graduate division, adult education, of Federal City College.

Senator WILLIAMS. Have you observed the community school program here in the District?

Dr. Dow. Not specifically.

Senator WILLIAMS. I think maybe you better and I better.

Dr. Dow. I would agree with you. As a matter of fact, if I could make a comment, community education, of course, is so very close to people, and should be a concern to a broad spectrum of minority persons in the country. I think at this hearing today there should be more present. But I do not know whether they are cognizant at the present time of this movement, but it must move across the land because of its potential. Something must be done to move the propaganda to them so we can possibly activate the community education movement. To this end, I pledge the cooperation of the association.

Senator WILLIAMS. Excellent. Thank you very much.

At this point, I order printed all statements of those who could not attend and other pertinent material submitted for the record.

[The material referred to follows:]

University of Missouri - St. Louis

8001 Natural Bridge Road
St. Louis, Missouri 63121

EXTENSION DIVISION
Midwest Community Education Development Center

Telephone
314 453-5772

JUL 10 1973

July 5, 1973

Mr. Claiborne Pell
United States Senate
Committee on Labor and Public Welfare
Washington, D.C. 20510

Dear Mr. Pell:

I regret to inform you that I will not be able to appear before the Subcommittee on Education of the Senate Committee on Labor and Public Welfare on July 12, 1973. I have notified Mr. Oriole, by phone, to that effect.

I support Senate Bill 335 wholeheartedly and have prepared a written statement which I hope will indicate how we in Missouri feel about community education.

I appreciate this opportunity and I am very sorry that I will not be able to appear in person.

Sincerely,

Everette E. Nance

Dr. Everette E. Nance, Director
Midwest Community Education
Development Center

American Association of Community and Junior Colleges

Honorable Claiborne Pell
Subcommittee on Education
Committee on Labor and Public
Welfare
United States Senate
Washington, D.C. 20510

July 16, 1973

Dear Senator Pell:

The American Association of Community and Junior Colleges would like to take the opportunity to comment for the record on S.335, the Community School Center Development Act, on which public hearings were held July 11 and 12 of this year.

We generally support the bill, and have cooperated with the bill's proponents in analyzing the bill and giving technical assistance for its improvement. At a recent meeting in which we participated, a number of changes and improvements were recommended. Many of these ideas were incorporated into testimony given at the hearings. It is our hope that, if the bill is to be given serious consideration, these recommendations will be codified and the bill changed accordingly.

The Association applauds both the concepts of the community school and the dedication of its advocates. It would seem to us that federal encouragement of the use of local schools for a variety of community purposes would stimulate national interest in community education and help more communities to move in this direction.

Our one concern, unless the bill is revised slightly, is that this program might potentially cause either conflict or duplication at the local level. Many community colleges are currently serving as community schools in the very sense envisioned by this bill. But, if the enacted program should focus too narrowly on the delivery system rather than the objectives to be served, it is conceivable that a community school could be established in an elementary school just a few blocks from a community college which is serving similiar purposes.

This would be wasteful and an unnecessary duplication of services. The potential for conflict is not by any means confined to this particular sort of confrontation. A much wider variety of local social and educational agencies are involved in community education programs and all of these organizations could be viewed competitors with local school districts.

The intent of this bill is to fill a need in places or circumstances in which the need is not presently being met. However, to make it clear that wasteful duplication is not contemplated, we support the suggestion made by Mr. Van Voorhees in his testimony on July 12, that community schools should serve to coordinate community resources, pull varieties of existing resources together and integrate them into a plan or program. He urged a coordinated, conjunctive effort of all organizations

One Dupont Circle / N.W. / Suite 410 / Washington / D.C. 20036 / 202-293-7050

which want to be involved in community education activities.

This problem could be handled through some changes in the language of Title II of the bill, which, in general, does not give the Commissioner of Education sufficient guidance on the selection of specific projects within the states. To protect against the establishment of duplicative systems in local areas, two points could be added:

(1) Section 201 (a) could be amended to read "The Commissioner may, upon proper application, make grants to local educational agencies in conjunction with other local agencies for the establishment of new community school programs and the expansion of existing ones." This would ensure that local health, recreation, social, and educational agencies (other than the LEA) are involved in the planning of the projects.

(2) Section 203, which gives the only advisories on criteria for selecting recipients, could usefully be expanded in a number of respects. For our purposes, one point should be a required survey of existing community education facilities in the community in question. This would help verify the need for such a service in that particular area and by the same token ensure against duplication.

Although not related to the problem of duplication, we would support an additional change in Title II, which would be helpful in giving more flexibility in the use of funds available to any one state. The system outlined in Section 202 would give states with x population a fixed number of projects, which would make it necessary for each of the state's projects to be of exactly the same size and cost, whereas it is quite conceivable that lesser funds, to give a boost to a greater number of existing projects, might be the most desirable use of the money in some states. A more flexible system would apportion total program funds to the states on the basis of their population as a percentage of total population. Funds thus apportioned could be allocated in the most appropriate manner in the individual states.

Thank you very much for permitting us to express our views. If you should have any further questions, please contact us.

Sincerely,

Claire T. Olson

Claire T. Olson
Acting Vice President
For Governmental Affairs

CTO:rs

Virginia Commonwealth University

July 16, 1973

The Honorable Claiborne Pell
Senator, Rhode Island
Senate Office Building
Washington, D.C.

Dear Sir:

I wish to support the legislation (S.B. 335) regarding implementation of the Community School Program. To my knowledge, there is no existing program to support community education development either at the federal level or in the state of Virginia.

If this community program is to be given the opportunity it deserves, federal legislation is important. With this bill it can receive the necessary identification, coordination, and support system that is needed.

The Richmond area needs this "involvement" approach to solving community problems. I know of no other program that can compare with the comprehensive community school.

Sincerely yours,

Robert T. Frossard

Robert T. Frossard
Associate Professor
School of Education

Academic Center • Richmond, Virginia 23220

Dodge Park Elementary
3401 Hubbard Road
Landover, Md. 20785

Phone · 773-3043

July 18, 1973

Senator Clayborne Pell, Chairman
Sub-Committee on Education of the Senate Committee
for Labor and Public Welfare,
Senate Office Building,
Washington, D.C.

Dear Senator Pell,

I have recently discussed with Dr. Larry Decker, Director of the Mid-Atlantic Center at the University of Virginia; Mr. Fred Aranha, Assistant for Community School Coordination, D.C. Public Schools, and other educators in attendance some of the basic ingredients in testimony at recent sub-committee hearings on Senate Bill #335 - Community School Development Act.

I would like to submit, for the record, my views as an elementary Principal in Prince George's County, Maryland. For the past four years, in cooperation with the community and staff, I have done detailed planning and seriously explored many avenues in an effort to implement the concepts of Community Education. It has been our experience, after many hours of labor, that it is a total fallacy to think that existing federal legislation encompasses or provides the necessary climate for support and implementation of Community Education in public schools at the local level. It was my understanding that the administrative position taken in testimony was that existing legislation was appropriate for funding for Community Education Programs. After serious attempts for funding under the Model Cities titles and discussions with our Coordinator for Federal Programs we have had constant barriers and frustrations.

On behalf of our community and our Community Education Council I would like to urge the successful passage of the enalbing legislation that would aid in Community Education Development. It has certainly been our experience that federal, state and local support bases need further seed money that would allow communities to capitalize on the success that has been demonstrated by 600 to 700 school districts in 5 or 6 states that have provided state support.

Because of our committment to community involvement, inter-agency coordination, life-long learning, and the nature of the learning experiences that are basic to Community Education, we, as one school, have attempted, by voluntary effort, to implement Community Education at Dodge Park Elementary. Due to the heroic dedication to this concept of Community Education by our staff and community our program has been most successful. In the first year, 1971-72, our program grew from an initial enrollment of 37 adults to a total enrollment of over 1,000 community children, youths, and adults in after-school and evening classes and activities. During the past year these figures swelled by almost 300%. At the present time other communities and school staffs in our county are now asking us to help them initiate such programs. Although we are proud of our initial successes we, like many school systems, are in desperate need for planned approaches and for direction of leadership, which we feel the various titles for support and training in the Community School Development Act will be vital to make the impact on this area of educational change.

As a practicing elementary Principal I would like to strongly endorse the components of this bill and ask that you please include the Dodge Park Community Education Center among the strong supporters of the Community School Center Development Act. We feel that it represents a significant first step in addressing critical needs. Your efforts in this regard have our complete endorsement and you have our gratitude for sponsoring this proposed legislation. Please feel free to call on us if we can further your efforts in this regard.

Sincerely yours,

Dr. Myrlmarie Farrell

Dr. Myrlmarie Farrell,
Principal

UNIVERSITY OF SOUTH CAROLINA
COLUMBIA, S. C. 29208

College of Education

July 20, 1973

The Honorable Claiborne Pell
United States Senate
Washington, D. C.

Dear Senator Pell:

I want to go on record supporting S. 335 "To promote development and expansion of community schools throughout the United States".

While it is true that existing legislation could be used, it is vitally necessary that the Congress send a clear signal regarding the proposition contained in S335. I say this because:

(1) a growing need of institutions of higher education to train community school directors.

(2) the need to expand programs already in existence

(3) the fast developing interest in community education on the part of local school districts in South Carolina - and the dire need for money to help start programs.

The bill has particular importance for South Carolina where important benefits of this approach have derived for desegregation efforts.

Sincerely,

Leon M. Lessinger

Leon M. Lessinger
Dean

LML/mr

Prince George's County Public Schools

UPPER MARLBORO, MARYLAND 20870 • TELEPHONE 301 627-4800

July 23, 1973

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The Honorable Claiborne Pell
Chairman, Committee on Labor and
  Public Welfare
United States Senate
Washington, D. C.

Dear Senator Pell:

It has recently come to my attention that your committee is considering a Bill to promote development and expansion of community schools.

Prince George's County, Maryland, which operates the 10th largest school system in the country, is now moving in this direction. As a Board member with extensive interest in this field, I have found it difficult to find funding support and the other necessary support from policy makers in the fields of political leadership and education.

A pilot project which encourages community involvement, increased opportunity for citizens, improved community-school relations and interagency cooperation would be a welcome addition to any school system.

In our own system we have a modest beginning, one community school in a school district of 240 public schools!

I urge your continued support for successful passage of community school Bill # 335, Community School Center Development Act.

Sincerely,

Joanne T. Goldsmith

Joanne T. Goldsmith
Vice President

JTG:bjd

Mid-Atlantic Center for
Community Education
University of Virginia School of Education
Charlottesville, Virginia 22903 Telephone: (703) 924-3625

July 19, 1973

The Honorable Senator Claiborne Pell
Chairman, Sub-Committee on Education
Senate Committee on Labor and Public Welfare
Drickson Building - New Senate Office
U.S. Senate
Washington, D. C. 20510

Dear Senator Pell:

I attended the recent Senate Education Sub-Committee hearings on Senate Bill #335 Community School Development Act. Consideration of the questions asked by Senator William during the first day of testimony and yourself and Senators Javits, Stafford, and Kennedy on the second day has prompted me to submit the following items for the record. Enclosed is a letter of January 19, 1973 in response to an inquiry from Representative Don Riegle regarding the claim by Administration officials that existing federal programs provide adequate aid and support for Community Education Development.

Several questions were directed towards defining Community School and Community Education. Therefore, enclosed are excerpts from my recent book Foundations of Community Education.

Also enclosed are two chapters of the Research Study "An Administration Assessment of the Consequences of Adopting Community Education in Selected Public School Districts" to help document the possible benefits of adopting Community Education.

I feel this material will add to the testimony and written document submitted during the July 11 and 12 senate hearings.

Respectfully,

Larry E. Decker

Larry E. Decker
Director

cc: National Community School Education Association

St.Louis Park
Minnesota

COMMUNITY EDUCATION
6425 WEST 33RD STREET • ST. LOUIS PARK, MINN. 55426
TELEPHONE: (612)929-2651

January 9, 1973

The Honorable Donald W. Riegle, Jr.
Congress of the United States
House of Representatives
Room 1408
Longworth House Office Building
Washington, D.C. 20515

Dear Mr. Riegle:

I am pleased to respond to your inquiry regarding the Community School Center Development Act, and specifically, to the fiscal management of Community Education.

I stongly feel that Mr. Elliot Richardson's claim that existing federal programs provide adequate aid for Community School development is based on false assumptions. There is no question that certain program components of Community Education are covered under existing federal legislation such as Adult Education Act, Older Americans Act, Vocational Education Act, Manpower Development and Training Act and many others, but this fragmentation and the various administrative procedures and regulations of existing federal legislation create problems in duplicating some services and in developing a delivery and organizational system which provides the full scope and quality of educational, social, economic and community development functions needed so desperately at the local level.

A coordinating and interlocking relationship between federal legislation and the development of a comprehensive system of Community Education is almost totally lacking. To my knowledge the only existing federal legislative programs which have funded the basic organizational system of the total Community Education concept is Model Cities Programs and a few E.S.E.A. Title III programs. I am concerned that far too often federal programs provide financial support after the crisis has already developed. Another concern is that very few federal programs aimed at the local level have given the consideration and proper guidance to training and developing a process which will hopefully sustain a long term "change action" model of individual and community development.

To give you an indication of the scope of the St. Louis Park School District's Community Education program of which I have been the first Director, I have enclosed copies of program promotional materials and related information.

The following is a list of federal programs which we now have in the St. Louis Park Community Education Program.

1. Adult Education Act of 1966 Title III

   Adult Basic Education. Started F.Y. 1-72, $10,684 federal, $3,200 local; F.Y. 72-73 $24,207 federal, $4,5000 local.

   The A.B.E. program in St. Louis Park is adequately funded to provide the needed and desired level of service. But these funds and educational needs were not even considered in St. Louis Park until after the local funding of the general organizational structure of the Community Education Department.

2. Older American Act of 1965

   Comprehensive Senior Citizen opportunities in a) Adult Education, b) Leisure and Recreation, c) Information and Referal, d) Volunteer Services, e) Transportation. Started F.Y. 1972-73 $42,000 federal, $4,000 local; F.Y. 73-74 $30,000 federal, $20,000 local.

   The opportunities for Seniors in St. Louis Park are also adequately provided with financial support by the present funding system. Again the program was not considered until the combined commitment of City-School efforts developed in Community Education. We now have what I would consider one of the most outstanding developing and comprehensive Older Americans Programs in the Upper Mid-West Region.

3. Continuing Education Act of the State of Minnesota and supporting federal Adult Education funds.

   A) General Education Development
   Refresher training and testing program for High School Certificate (G.E.D.)
   Started F.Y. 72-73 $3,501 state and federal, $1,967 local.

   This program is adequately funded in our school district.

   B) Adult High School Continuing Education Program
   Started F.Y. 72-73 $15,893 state and federal, $6,348 local.

   The St. Louis Park School District's Certified Diploma Program for Adults Age 16 and Over Presently Out of School is adequately funded.

4. Social Security Act Title IV

   A) The St. Louis Park Community Education Department in conjunction with the Greater Minneapolis Day Care Association and Hennepin County Welfare Department was the first Minnesota school district to be the primary sponsor of a summer Latch Key program for child care. The program operated from 7 A.M. to 6 P.M. for a total of 60 children, ages 5-12 years.

   Started F.Y. 72, $12,000 federal, $4,000 local.

   This summer Latch Key program was adequately funded.

B) The St. Louis Park School District was also the first in the state to pilot an After School Latch Key Program. Started in F.Y. 72 approximately $7,000 federal, $2,000 local.

The funding of child care services and the liscensing and processing in Minnesota through the State Welfare Department is less than desirable with delays the order of the day causing continuous crises. As you know, Social Security Act Title IV funding is in serious question as a future funding source because of the existing presidential veto and conflict over the H.E.W. budget allocation.

Within the past two years, the St. Louis Park Community Education Program has also explored funding and in several cases submitted applications or proposals which have been rejected or to date have had no action taken.

1. Elementary-Secondary Education Act of 1965
2. National School Lunch Act
3. Omnibus Crime Control and Safe Streets Act of 1968
4. Education of the Handicapped Act
5. Emergency Employment Act

In a previous position as Director of the University of Oregon's Center of Leisure Study and Community Service, I also had an opportunity to write and/or administer several grants funded under federal programs on which you requested information, specifically (a) Higher Education Act of 1965 Title I, (b) Juvenile Delinquency and Youth Offenses Control Act of 1961 and (c) Bureau of Education for the Handicapped Training Grants.

Mr. Riegle, I certainly hope that my reaction to your survey request will be of assistance in gathering information for the hearings on the Community School Development Act.

I would be most pleased to participate or be of service in the hearings on this proposed bill or to discuss my thoughts with you. Starting February 1, 1973 I will assume a new position as Director of the Mid-Atlantic Center for Community Education at the University of Virginia in Charlottesville. Washington, D.C. is within the Center's six state service area of Virginia, Maryland, Delaware, West Virginia, North and South Carolina. My address will be:

Mid-Atlantic Center for Community Education
Curry Memorial School of Education
University of Virginia
Education Building, Emmet Street
Charlottesville, Virginia 22903
Telephone (703) 924-3625

Please contact me if I can provide any additional information or be of assistance.

Sincerely,

Larry E. Decker

Larry E Decker, Ph.D.
Director, Community Education

Enc.
cc: Nick Pappadakis, National Community School Education Assoc.
Larence Eire, State of Minnesota Community Education
Paul Boranian, Minnesota Community Education Assoc.
Jerome Hughes, Governors Council on Community Education

EXERPTS from: FOUNDATIONS OF COMMUNITY EDUCATION
by
Larry E. Decker
Pendell Publishing Company
Midland, Michigan, 1972

Introduction

Much is being said about the breakdown of the family and the community as moral forces in the lives of people. In their recent book, Melby and Kerensky point out that "the breakdown is not a matter of decay of individuals so much as the result of the violent upheavals in our society which result from science and technology."[1] Today, Americans are confronted with a world in which rapid change, far reaching in scope and significance, is imposing stresses and strains on most established institutions.

Education is among those institutions most being challenged to adapt to America's changing society. Education is besieged with pressures, both internal and external, to become more responsive to individuals' needs and desires and to be more relevant and accountable to the communities served.

Because of the tremendous size and financial resources needed by educational institutions, external pressures can only be expected to increase; and in fact, these pressures are increasing at an accelerated rate. Internal pressures, although they may not be as readily visible to the general public, are also increasing. There is widespread recognition among educators that there are notable deficiencies and limitations in the content, organization and administration of education.

> Rather slowly but surely, even educators have been forced to reach the conclusion that our present educational system is a stark failure with the poor, with the inner city and with the black people and other minority groups. An even darker cloud is on the horizon, and that is the growing realization that in large measure the whole system is obsolete. We have been so enthralled by our problems with the disadvantaged that we have failed to see our larger failure with all children and all people.[2]

Although many people are concerned with educational change and many innovations are being promoted, there is very little change in education. Researchers have concluded that while many new ideas are being promoted and adopted in educational institutions, their consequence is little alteration in the structure and function of education.[3]

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[1] Vasil M. Kerensky and Ernest O. Melby, *Education II – The Social Imperative* (Midland, Michigan: The Pendell Publishing Company, 1971) p. 102.

[2] Ibid., p. 21.

Community education is being used by communities to attempt to make education more relevant and accountable. Although it is called an educational innovation, the above generalization about educational innovations may not be true of community education. Very little research has been done on community education, especially its consequences, but the little evidence that is available seems to indicate that the consequence of its adoption is change in the role of the public school and in lay and professional views on the comprehensiveness of education.[4]

One explanation for its apparent difference from other educational innovations is that community education is not really an innovation. It is new to the extent that it conceptualizes education differently and possibly more broadly than other education concepts and proposes a different educational process. But many of its features are not new. Community education is really an eclectic philosophy that combines many desirable aspects of educational movements of the past and present into a dynamic concept of education readily adaptable to today's society and flexible enough to be adapted to the future.

It is difficult to exactly or precisely define community education because the philosophy encompasses both a process and programs.[5] The implementation of community education varies in any specific situation so that no two community education programs are identical. Intrinsic in the community education philosophy is the belief that each program should reflect its specific community, and the dynamic and self-renewal processes in the philosophy demand that changes and modifications occur as times and problems change. Thus, there is diversity in community education programs. It is this diversity that is the strength of the philosophy but which makes it difficult to describe in a succinct definition.

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[3] Michigan Department of Education, *Research Implications for Educational Diffusion*, [illegible] papers presented at the National Conference on Diffusion of Education Ideas (East [illegible], Michigan: 1968) p. 40.

[4] Larry E. Decker, "An Administrative Assessment of the Consequences of Adopting Community Education" (unpublished dissertation, Michigan State University, 1971).

[5] Jack Minzey and Clyde LeTarte, *Community Education: Program to Process* (Midland, Michigan: Pendell Publishing Company, 1972) p. [illegible]

The Community

In an urban society, the use of the term "community" has changed, and it has a less precise definition now than at other times in our history. As defined in one research project concerned with rural communities,

> a community is a population aggregate, inhabiting a contiguous delimitable area, and having a set of basic service institutions; it is conscious of its local unity and is able to act in a collective way to solve or try to solve, its problems.[1]

While this definition might be applicable in rural areas and small towns, it does not adequately describe a community in other settings, ie., urban, regional, state, national or international. In these settings a geographical definition does not accurately describe a community. A broader definition is necessary. As John Dewey visualized a community,

> men live in a community by virtue of the things which they have in common; and communication is the way in which they come to possess things in common. What they must have in order to form a community or society are aims, beliefs, aspirations, knowledge – a common understanding – like-mindedness as the sociologists say . . . .[2]

Defined in terms of communication and common interests, an individual, a school or an area may be a member of several communities. For the purposes of this monograph, the following definition will be used:

> A community is a group:
>
> 1. in which membership is valued as an end in itself, not merely as a means to other ends;
> 2. that concerns itself with many and significant aspects of the lives of members;
> 3. that allows competing factions;
> 4. whose members share commitment to common purpose and to procedures for handling conflict within the group;
> 5. whose members share responsibility for the actions of the group;
> 6. whose members have enduring and extensive personal contact with each other.[3]

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[1] Maurice F. Seay and Ferris N. Crawford, *The Community School and Community Self Improvement: A Review of the Michigan Community School Service Program, July 1, 1945 to October 1, 1953* (Lansing, Michigan: Clair L. Taylor, Superintendent of Public Instruction, 1954) p. 27.

[2] John Dewey, *Democracy and Education* (New York: Macmillan Co., 1916) p. 5.

[3] Fred M. Newman and Donald W. Oliver, "Education and Community" *Harvard Educational Review*, Vol. 37, Winter, 1967, pp. 61-106 as quoted in Vasil M. Kerensky and Ernest O. Melby, Education II (Midland, Michigan: The Pendell Publishing Co., 1971) pp. 159-160.

Possible Sources of Confusion

A possible source of confusion is pointed out by John Dewey in his preface to Elsie Clapp's book. Although he wrote about **progressive** education, by analogy what he said is equally true of community education.

> The confusion in public discussion of educational problems does not arise from using "progressive education" instead of "new education" or vice versa. It arises from using these designations as if they were proper names, denoting a singular entity . . . I shall use the designation "progressive education" and "the progressive education movement" as common names, that is a convenient linguistic means of referring to a whole complex of diversified movements and efforts to improve the practice and theory of education.[1]

There may also be some confusion between the terms "community education" and "community school." In some instances the two terms seem to be used interchangeably while in others, "community education" and "community school" are quite distinct.

Although the term "community school" is the older, more widely used term and is often used in the literature in referring to the philosophy, some writers are concerned that its implication is too narrow and feel that

> It is probably desirable that the word *school* be abandoned entirely, and education substituted for it. The term *school* has been employed traditionally in a highly restricted sense. It implies an emphasis on intramural activities designed primarily to satisfy the specific individual and social needs of the immature. The term *education* will designate more appropriately a dynamic social function designed to meet the more inclusive individual and social needs of all persons at any stage of their development.[2]

In this monograph, the term *community education* will be used to mean the philosophy and the term *community school* to mean the agent by which the philosophy is implemented.

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[1] Elsie R. Clapp, *The Uses of Resources in Education* (New York: Harper and Brothers, 1952) pp. vii-viii.

[2] Paul J. Misner, "A Community Education Center," *The Community School*, ed. Samuel Everett (New York: D. Appleton-Century Company, 1938) p. 51.

Community Education

Community education has concerns beyond the training of literate, economically efficient citizens who reflect the values and processes of a particular social, economic or political setting. In addition to these traditional educational tasks, it is directly concerned with improving all aspects of living in the community in the broad meaning of community . . . the local, state, regional, national and international communities. Community education endeavors to enrich the homes and neighborhoods in an effort to improve the learning opportunities of all. Within the philosophy is the acceptance of the premise, "If it is true that the cultural climate controls behavior, then it is the role of (community education) to attempt to improve the cultural climate at the same time that it educates the children."[4]

For a community to successfully adopt community education, it is necessary that the great majority of individuals within the community approve the large social values implicit in the following theses:

a) The potential evils of a technological civilization can be transformed into human assets only by the cooperative creation of community-life patterns within which socially significant growth of personality is guaranteed to all persons.

b) When education functions as a dynamic social activity, it represents the most appropriate means by which the processes and institutions of democracy can be perpetuated and extended.

c) To be realistic, education must seek learning situations within the activities and problems of community life.

d) The concept of educational administration must be reconstructed and extended to the end that it becomes a critical factor in the formulation and execution of broad social policy.[5]

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[4] Clyde M. Campbell, *The Community School and Its Administration, Vol. I, No. 7 (April, 1963).*

[5] Paul J. Misner, "A Community Education Center," *The Community School*, ed. Samuel Everett (New York: D. Appleton-Centruy Company, 1938) pp. 53-58.

The above values and choices are implicit in the National Community School Education Association's 1968 official statement of policy:

> (Community education) is a comprehensive and dynamic approach to public education. It is a philosophy that pervades all segments of education programming and directs the thrust of each of them towards the needs of the community . . . (It) affects all children, youth and adults directly or it helps to create an atmosphere and environment in which all men find security and self-confidence, thus enabling them to grow and mature in a community which sees its schools as an integral part of community life.[6]

The implementation of the community education philosophy does not result in a program or even a series of programs. It results in

> a process whereby communities become involved in their own problems and needs. It does not do things for people but through people . . . a process that is continuous and changing over the life span of a community's efforts and somewhat different in every community.[7]

Community education is not limited in its application. It is applicable to any community, rural, suburban or urban and

> whether community life is deteriorating or developing (because) the purpose of community education is to arouse and give direction to community self-help that will spur a steadily broadening economic and cultural development.[8]

The Community School

Although the theory of community education recognizes many educative institutions in a community and does not single out any one of them as more important than the others, the focus of attention has fallen on the public schools. Community education is most often implemented through a community's schools. It is because community education is a dynamic process and because the schools have a unique position in the community that they have become the philosophy's implementation agents.

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[6] National Community School Education Association, "Philosophy of Community Education," Second Annual Directory of Membership, p. 6.

[7] Curtis Van Voorhees, "The Community Education Development Center," *The Community School and Its Administration,* Vol. XII, No. 3, (November, 1968).

[8] Willard W. Beatty, "The Nature and Purpose of Community Education," *Community Education: Principle and Practices From World Wide Experience.* The Fifty-Eight Yearbook of the National (Chicago: University of Chicago Press, 1959) p. 12.

While William Yeager is not writing about community education, he adequately describes the adaptable nature of the school's position.

> Although the public school is but one of many influencing educational institutions, it performs for society a unique function. This function is that of *formal* education in contrast with the *incidental* educational nature of other social institutions. Thus, the public school may be said to be an *educational supplement* for childhood designed to perform those educational tasks which no other social institution is performing or which are being performed inadequately. Since democratic society tends to be dynamic, the school must be ready to assume desirable educational functions which have been abandoned by other social institutions, and to inaugurate other educational activities which may in time be assumed by other social institutions or absorbed by a new educational process.[9]

The public school's educational position is not the only reason it is the ideal agent to achieve the purposes of community education. It has become the implementation agent also because

> . . . the public school has played the traditional role of common denominator in our society, and today is an institution truly representative of all classes, creeds and colors; the physical plants of the schools, representing a huge community investment, are perfectly suited for community recreation and education and the use of these facilities eliminates the need for a costly duplication of facilities; the schools are geographically suited to serve as neighborhood centers for recreation, education and democratic action and by their nature are readily accessible to every man, woman, and child . . . .[10]

Because it can extend itself to all people, the public school can marshal forces in the community and can provide leadership in mobilizing community resources to identify and solve community problems. Hence, the community school serves as a catalytic agent in the community. It becomes "a unifying force *of* the community rather than merely a social institution *in* the community." [11]

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[9] William A. Yeager, *Home – School – Community Relations*, (Pittsburgh: University of Pittsburgh, 1939) p. 21.

[10] C. S. Harding Mott, "The Flint Community School Concept as I See It," *Journal of Educational Sociology* (Vol. 23, No. 4, 1959) p. 141.

It is generally agreed by community educators that:

> a community school is one which serves people of all ages throughout the day and year; which helps them learn how to improve the quality of personal and group living; which organizes the core of the curriculum around the major problems they face; which uses the inquiry method of teaching and through it uses all relevant learning resources of the community as well as of the library and classroom; and which is planned conducted and constantly evaluated by school and community people together, including youth still in school.[12]

In order to accomplish the goals of community education, educational opportunities for all citizens and community improvement through self-help programs, the community school must:

a) Help develop a sense of community within the social group.

b) Help the group develop the skills of community process.

c) Be a community itself and exemplify the community process in its adult and pupil relationships.

d) Utilize community activities and community problems in its program and take the school group into community life for the mutual benefit of both school and community.

e) Personify the authority of the community, serving the total community.

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[12] Edward G. Olsen, "The Community School: Pattern for Progress," a mimeograph of an address delivered at the Conference on Community Education for School Board Members and School Administrators, Southwest Region, Arizona State University, Tempe, Arizona, March 7, 1969.

[11] Paul R. Hanna and Robert A. Nashlund, "The Community-School Defined," *The Community School,* The Fifty-Second Yearbook of the National Society for the Study of Education, Part II, ed. Nelson B. Henry (Chicago: University of Chicago Press, 1953) p. 55.

f) Supplement its own authority using various experts in the community as resource people whose lay expertness is integrated with the school's efforts by the corps of expert teachers on the staff.

g) Develop the judgmental process so that it is primary to a large extent for pupils and to a certain extent for adults.

h) Not identify itself only with the immediate community, since the "rules of the game" which structure the local community are but a reflection of regional and national patterns and are not the private property of the local community.[13]

Hanna and Nashlund describe a community school by listing implementing criteria.

a) The community school is organized and administered in a manner which would further actions in the light of the commonly accepted beliefs and goals of the society in which it operates.

b) Community members and school personnel cooperatively determine the community school's role in attacking problems and thus plan its curriculum.

c) Community members and school personnel both seek community problems for study and serve cooperatively in sensitizing the community to them.

d) The community school is but one of many agencies, independently attacking some problems, serving as a coordinating agency in other situations, and participating as a team-member in still other circumstances.

e) The community school uses the unique expertness of all community members and agencies as each is able to contribute to the program of the school and, in turn, is utilized by them as it can contribute to their efforts, all in the common cause of community betterment.

f) The community school is most closely oriented to the neighborhood and home community; nevertheless, solutions to local problems are sought not only in relation to local goals and desires but also in light of the goals and desires of each wider community.[14]

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[13] Milosh Muntyan, "Community School Concept: A Critical Analysis," *The Community School*, The Fifty-Second Yearbook of the National Society for the Study of Education, Part II, ed. Nelson B. Henry (Chicago: University of Chicago Press, 1953) p. 47.

[14] Hanna and Nashlund, "The Community-School Defined," pp. 59-61.

A program labeled *The* Community-School Program does not exist. Each community school's program "is at once a transitional program to meet special needs and comprehensive program . . ."[15] Intrinsic to the concept of the community school is the fact that:

> . . . these schools should be as widely diverse in their aims, goals, programs and curricula as the communities they serve. This very diversity . . . is one factor that forges a common bond to all community schools. Different as the schools themselves may be, they reflect the community, its self-concept, its future plans, its problems, its will to change.[16]

Although the programs of community schools differ widely, most combined to some degree the four basic areas of community education: the community-centered curriculum, the vocations-centered curriculum, the community-centered function and the community-service function.

1. *The community-centered curriculum.* The community is considered as a resource for enriching the school program. For example, field trips, speakers, hobbyists.
2. *The vocations-centered curriculum.* This area is similar to the first one, but it stresses the community as a resource to give vocational and work experience to public school students. Business and industry are often involved in designing the curriculum, providing employment and job counseling services, and offering adult classes for job training or retraining.
3. *The community-centered function.* The physical facilities of the schools are used by various groups. The facilities lend themselves to cultural and recreational programs, extended library services, meeting rooms for public forums, adult education classes, community suppers, and many other functions. The emphasis here is primarily on community use of the school, not school-community involvement.

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[15] Lewis E. Harris, "Community Schools: Motivating the Unmotivated," *Community Education Journal*, Vol. 1, No. 2 (May, 1971) p. 17.

[16] Barbara Hunt, "An Introduction to the Community School Concept, Field Paper No. 20, Northwest Regional Educational Laboratory, Portland, Oregon, p. 1.

4. *The community-service function.* Emphasis is placed upon school-community involvement to improve living in the community. The school still plays the role of community center described above, but the use of physical facilities is coordinated and planned. The most significant feature of this area is that parts of the curriculum focus on community problems with the common goal of achieving better living.[17]

A community school program can also be divided into functional areas. In his taxonomy of community service functions, Max Raines divides a program into:

I. *Personal Development Functions* – Those functions and activities primarily focused upon individuals or informal groups of individuals to help them achieve a greater degree of personal self-realization and fulfillment. This category includes the following functions: Career Development Function, Educational Extension Function, Cultural Development Function, and Leisure-time Activity Function.

II. *Community Development Functions* – Those functions and activities primarily focused upon the social, physical, economic and political environment of the community to improve the quality of life for all citizens in such areas as housing, inter-group relationships, model cities planning, etc., by working with the established organizations, agencies and institutions. This category includes the following functions: Community Analysis Function, Inter-Agency Cooperation Function, Advisory Liaison Function, Public Forum Function, Civic Action Function, and Staff Consultation Function.

III. *Program Development Functions* – Those functions and activities of the central staff designed to procure and allocate resources, coordinate activities, establish objectives and evaluate outcomes. This category includes the following functions: Public Information Function, Professional Development Function, Program Management Function, Conference Planning Function, Facility Utilization Function, and Program Evaluation Function.[18]

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[17] Ibid., p. 9.

[18] Max R. Raines, "A Taxonomy of Community Service Functions," mimeograph from Community Services Leadership Workshop, Michigan State University, Summer, 1970.

Chapter IV Analysis of Data
and
Chapter V Summary, Conclusions and Recommendations

from

AN ADMINISTRATIVE ASSESSMENT OF THE CONSEQUENCES OF ADOPTING COMMUNITY EDUCATION IN SELECTED PUBLIC SCHOOL DISTRICTS

By

Larry E. Decker
Michigan State University, 1971

CHAPTER IV

ANALYSIS OF DATA

Introduction

The major purpose of this study is to examine and compare perceptions of Regional University Community Education Center Directors and public school superintendents whose school districts have adopted community education. The study is designed to document perceived effects of adopting community education and to determine the level of significance between perceptions of Regional University Community Education Center Directors and public school superintendents from rural, suburban and urban school districts.

The three major sections of the analysis of data are

1) Perceived consequences of adopting community education.
2) Rating of individuals' and groups' support for community education.
3) Expressed major benefit, financial sources, commitment and adoption level.

Two null hypotheses and nine research questions were presented in Chapter I. Each hypothesis and research question is treated separately in the appropriate section. The data obtained along with an explanation are reported in this chapter.

Perceived Consequences of Adopting Community Education

The null hypothesis tested for the difference between Regional University Community Education Center Directors and public school superintendents is

> Ho 1 There will be no significant difference between the mean scores of Regional University Community Education Center Directors and public school superintendents from rural, suburban and urban school districts on items included in the administrative assessment questionnaire on the consequences of adopting community education.
>
> Ho 1: $m_1 = m_2 = m_3 = m_4 = 0$

Table 4.1

RESULTS OF UNIVARIATE ANALYSIS OF VARIANCE FOR TOTAL MEAN SCORES BETWEEN 1) REGIONAL CENTER DIRECTORS 2) RURAL SUPERINTENDENTS 3) SUBURBAN SUPERINTENDENTS 4) URBAN SUPERINTENDENTS ON ITEMS TO ASSESS THE CONSEQUENCES OF ADOPTING COMMUNITY EDUCATION

Group	N	Mean	Univariate Analysis of Variance		
			DF	F	Probability
1	11	125.82			
2	39	117.72			
3	34	118.97	3 & 99	1.3176	0.2731
4	19	118.37			
Grand Mean	104	120.22			

As seen in Table 4.1, the F ratio between the four groups indicates the significance probability to be 0.2731 which exceeds the established limits for significance. It is concluded that there does not appear to be any statistically significant difference. Therefore, null hypothesis Ho 1 is not rejected.

Because there was no significant difference found between the four group mean scores, there is no reason to consider separately any of the group means. This study uses the grand mean for future discussion.

The research question relating to the mean ranking of the consequences of adopting community education is

> RQ 1 What items in the assessment of the consequences of adopting community education will have the highest and lowest mean ranking?

Table 4.2 indicates that the mean scores on 30 items for the combined group range from a high of 4.64 to a low of 3.03. The standard deviation ranges from a low of .50 up to 1.01. The mean rankings of the two groups are highly correlated. By the Spearman's coefficient of rank correlation, the correlation is r = .85.

The top five mean rankings are

Rank	Mean	Question
1	4.64	Since adopting community education, school facilities are used to a greater extent.
2	4.62	Recommend other school districts implement community education.
3	4.61	Since adopting community education, the regular instructional program has not deteriorated.
4	4.57	Since adopting community education, school facilities have been used by more community groups and organizations.
5	4.49	Since adopting community education, there has been an increase in the numbers of learning opportunities offered to all ages.

The bottom five mean rankings are

Rank	Mean	Question
26	3.45	Since adopting community education, there has been increased involvement of minority groups in community affairs.

Table 4.2

MEAN, STANDARD DEVIATION AND RANKING BETWEEN REGIONAL CENTER DIRECTORS AND PUBLIC SCHOOL SUPERINTENDENTS ON CONSEQUENCES OF ADOPTING COMMUNITY EDUCATION

Item	Directors N = 11			Supts. N = 97			Combined N = 108		
	Mean	SD	Rank	Mean	SD	Rank	Mean	SD	Rank
School facilities use greater	4.73	.46	1	4.63	.51	1-2	4.64	.50	1
Recommend others adopt com. ed.	4.55	.52	4-7	4.63	.53	1-2	4.62	.52	2
Regular instructional program	4.55	.69	4-7	4.62	.55	3	4.61	.56	3
School facilities used by groups	4.64	.50	2-3	4.57	.59	4	4.57	.58	4
Increased learning opportunities	4.27	.65	13-16	4.52	.56	5	4.49	.57	5
Adult education	4.45	.52	8-9	4.45	.65	6	4.45	.63	6
Citizen advisory group	4.64	.50	2-3	4.18	.79	8	4.22	.78	7
Programs for teenagers	4.27	.47	13-16	4.21	.58	7	4.21	.57	8
Improve public opinion	4.45	.52	8-9	4.15	.68	9-10	4.19	.67	9
Expand role of school	4.18	.75	17-18	4.15	.63	9-10	4.16	.64	10
Social agencies cooperation	4.36	167	10-12	4.11	.63	11	4.14	.63	11
Improve public relations	4.36	.67	10-12	4.10	.64	12	4.13	.65	12
Use of community resources	4.55	.52	4-7	4.04	.72	14	4.09	.72	13
Participate in community affairs	4.36	.50	10-12	4.05	.71	13	4.08	.70	14
Involve senior citizens	4.55	.52	4-7	4.00	.85	16	4.06	.84	15
Communication with non-parents	4.18	.60	17-18	4.01	.80	15	4.03	.78	16
Use of volunteers	4.27	.65	13-16	3.97	.67	17	4.00	.67	17
Involved in community improvement	4.00	.63	19-21	3.88	.70	18	3.98	.69	18
Pre-school program	4.27	.65	13-16	3.81	.95	21	3.86	.93	19
Enrich instructional program	3.82	.60	26-28	3.86	.69	19	3.85	.68	20
Cooperation with business	3.91	.94	22-25	3.82	.76	20	3.83	.78	21
Citizens involved in decisions	3.91	.70	22-25	3.62	.76	22	3.65	.75	22
Meet needs of disadvantaged	3.82	.87	26-28	3.61	.91	23	3.63	.90	23
Stimulate civic projects	3.91	.70	22-25	3.57	.72	24	3.60	.72	24
Big Brother, YMCA, Scouts, etc.	4.00	.89	19-21	3.55	.83	25	3.59	.84	25
Involve minority groups	3.82	.87	26-28	3.41	.72	26	3.45	.74	26
Voter support	3.91	.70	22-25	3.39	.90	27	3.44	.89	27
School vandalism decrease	4.00	.63	19-21	3.07	1.00	28	3.17	1.01	28
Home visitations by staff	3.64	.92	29	3.01	.98	29	3.07	.99	29
Use of school libraries	3.45	.69	30	2.98	.95	30	3.03	.93	30

27	3.44	Since adopting community education, more voters have supported the public schools.
28	3.17	Since adopting community education, there has been a reduction in school vandalism.
29	3.07	Since adopting community education, home visitations by the school staff have increased.
30	3.03	Since adopting community education, the school libraries have become community libraries.

Rating of Individuals' and Groups' Support of Community Education

The null hupothesis tested for the difference between Regional University Community Education Center Directors and public school superintendents is

> Ho 2 There will be no significant difference between the mean vectors on the rating of local supporters of community education as judged by Regional University Community Education Center Directors and public school superintendents from rural, suburban and urban school districts
>
> Ho 2: $m_1 = m_2 = m_3 = m_4 = 0$

Table 4.3

RESULTS OF MULTIVARIATE TEST OF EQUALITY OF MEAN VECTORS BETWEEN 1) CENTER DIRECTORS 2) RURAL SUPERINTENDENTS 3) SUBURBAN SUPERINTENDENTS 4) URBAN SUPERINTENDENTS ON PERCEIVED LEVEL OF SUPPORT BY LOCAL GROUPS & INDIVIDUALS FOR COMMUNITY EDUCATION

N	DF	F	Probability
108	3 & 104	1.0722	0.3421
(1) N = 11	(2) N = 43	(3) N = 34	(4) N = 20

As seen in Table 4.3, the F ratio between the four groups indicates the significance probability to be 0.3421 which exceeds the established limits for significance. It is concluded that there does not appear to be any statistically significant difference. Therefore, null hypothesis Ho 2 is not rejected.

Because there was no significant difference found between the mean vectors, there is no reason to look at the individual means.

The second research question on the mean ranking of the rating of individuals' and groups' support for community education is

> RQ 2 What individuals and groups on the rating of local supporters of community education will have the highest and lowest mean rankings?

Table 4.4 indicates the mean scores on 25 ratings for the combined group range from a high of 4.29 to a low of 2.91. The standard deviation ranges from a low of .72 up to 1.08. The Spearman's coefficient of rank correlation is r = .65.

The top five mean rankings are

Rank	Mean	High Supporters
1	4.29	School board
2	4.09	Parents
3	3.96	Senior citizens
4	3.92	Civic organizations
5	3.89	Youth-serving organizations

The bottom five mean rankings are

Rank	Mean	Low Supporters
21	3.41	Non-parents
22	3.41	Community colleges
23	3.29	Television
24	3.26	Fraternal groups
25	2.91	Custodians

Table 4.4

MEAN, STANDARD DEVIATION AND RANKING BY REGIONAL CENTER DIRECTORS AND PUBLIC SCHOOL SUPERINTENDENTS ON LOCAL SUPPORTERS OF COMMUNITY EDUCATION

Individuals or Group	Directors N = 11			Superintendents N = 97			Combined N = 108		
	Mean	SD	Rank	Mean	SD	Rank	Mean	SD	Rank
School board	3.82	.60	10-12	4.34	.80	1	4.29	.80	1
Parents	4.27	.79	1	4.07	.84	2	4.09	.83	2
Senior citizens	4.09	.54	2-4	3.95	1.01	3	3.96	.96	3
Civic organizations	4.09	.70	2-4	3.90	.81	4	3.92	.80	4
Youth-serving organ.	4.09	.70	2-4	3.87	.81	5-6	3.89	.80	5
Newspaper	3.82	.60	10-12	3.86	.89	7	3.86	.87	6
Students	3.91	.70	6-9	3.83	.77	9	3.84	.76	7
Park & rec. agencies	3.45	1.13	18-20	3.87	.99	5-6	3.82	1.01	8
Middle income group	3.55	.69	16	3.84	.80	8	3.81	.79	9
Principals	3.82	.87	10-12	3.80	.82	11	3.80	.82	10
Public officials	4.00	.63	5	3.76	.75	12	3.79	.74	11
State department	3.45	.93	18-20	3.81	.86	10	3.77	.96	12
Low income group	3.91	.70	6-9	3.75	.86	13	3.76	.85	13
Church groups	3.73	.65	13-14	3.71	.76	15	3.71	.74	14
Business leaders	3.91	.70	6-9	3.67	.82	16	3.70	.81	15
University & college	3.45	.82	18-20	3.72	1.01	14	3.69	.98	16
Radio	3.91	.83	6-9	3.54	1.01	17	3.58	.99	17
Racial minority	3.64	.92	15	3.51	.93	18	3.53	.92	18
Teachers	3.09	.54	24	3.47	.72	19	3.43	.72	19-20
Higher income group	3.27	.79	22-23	3.45	.84	20	3.43	.83	19-20
Non-parents	3.36	.67	21	3.41	.83	22	3.41	.81	21-22
Community college	3.27	1.10	22-23	3.43	1.08	21	3.41	1.08	21-22
Television	3.73	.90	13-14	3.23	1.06	24	3.29	1.05	23
Fraternal groups	3.50	.71	17	3.24	.81	23	3.26	.80	24
Custodians	2.91	.70	25	2.90	.85	25	2.91	.83	25

Expressed Major Benefit

The research question relating to the major benefit from adopting community education is

> RQ 3 "What will be the Regional University Community Education Center Directors' and the public school superintendents' views on the major benefits of adopting community education?

Two open-end, short-answer questions were asked of the Regional University Community Education Center Directors: 1) What they felt was the major benefit of adopting community education? and 2) What they thought the public school superintendents would feel was the major benefit of adopting community education? The public school superintendents were asked what they felt was the major benefit of adopting community education.

The percentages in Table 4.5 show the diverse responses on the expressed major benefit of adopting community education. The highest percentage for the Regional University Community Education Center Directors is only 27% on "involvement and participation of citizens in decision making and community activities." Public school superintendents' highest percentage is only 32% on the "expansion and improvement of programs and services." On their perception of public school superintendents, the Center Directors felt that superintendents would feel "improved public relations and school image" would be the major benefit. The public school superintendents only expressed this viewpoint in 16.5% of the cases.

Table 4.5

RESULTS OF EXPRESSED MAJOR BENEFIT OF ADOPTING COMMUNITY EDUCATION BY REGIONAL CENTER DIRECTORS AND PUBLIC SCHOOL SUPERINTENDENTS

Coded Response	Center Directors Personal Perception N	Center Directors Personal Perception %	Center Directors Perception of School Supts. N	Center Directors Perception of School Supts. %	School Supts. Personal Perception N	School Supts. Personal Perception %
Public relations & school image	2	18.2	8	72.7	16	16.5
Cooperation & coordination	1	9.1	-	-	5	5.2
Use of resources	2	18.2	-	-	14	14.4
Programs & services	-	-	2	18.2	31	32.0
Involvement in decision making	3	27.2	-	-	12	12.4
Community development	-	-	-	-	-	-
Curriculum & instruction	1	9.1	-	-	7	7.2
Increase financial support	-	-	1	9.1	-	-
Leadership development	2	18.2	-	-	3	3.1
NA	-	-	-	-	9	9.2
Total	11	100.0	11	100.0	97	100.0

Table 4.6

EXPRESSED SOURCES OF FINANCIAL SUPPORT FOR COMMUNITY EDUCATION BY R) RURAL S) SUBURBAN U) URBAN SCHOOL DISTRICTS

Sources	First Source						Second Source						Third Source					
	R		S		U		R		S		U		R		S		U	
	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%
1. School district	7	16	7	27	6	30	11	26	7	21	6	30	9	21	6	18	3	15
2. Fees and charges	3	7	6	18	1	5	17	40	11	32	1	5	13	30	6	18	3	15
3. Voluntary contributions	-	-	1	3	-	-	-	-	-	-	1	5	4	9	4	12	1	5
4. Private foundations	2	5	-	-	2	10	7	16	2	6	2	10	4	9	5	15	-	-
5. Federal government	2	5	2	6	6	30	1	2	1	3	1	5	3	7	2	6	1	5
6. State government	26	61	11	32	4	20	3	7	7	21	2	10	1	2	3	9	2	10
7. City government	-	-	1	3	-	-	1	2	1	3	3	15	1	2	-	-	2	10
8. County government	-	-	1	3	-	-	-	-	1	3	2	10	-	-	1	3	-	-
9. No Response	3	7	3	9	1	5	3	7	4	12	2	10	8	19	7	21	8	40
Total	43		34		20		43		34		20		43		34		20	

Financial Sources and Support

The research question tested is

RQ 4 What are the major sources of financial support for community education?

As seen in Table 4.6, there is a tendency for rural school districts to rely upon state government for their primary source of financial support for community education. Suburban school districts tend to rely upon both state aid and school district funds. Urban districts have a tendency to rely upon both federal government and school district funds for their primary financial sources. The top four sources of financial support for community education in the school districts sampled are 1) state government 2) school district funds 3) fees and charges and 4) federal government.

A second research question also deals with financial support.

RQ 5 What will be the percentage of financial support allocated for community education when compared to the total school district budget?

The data in Table 4.7 show that rural school districts tend to allocate a greater percentage of their school district budget for community education than do suburban and urban school districts. The average percentage allocated for community education when compared to the total school district budget is 3.15% for rural districts, 2.74% for suburban districts and 0.64% for urban districts.

Table 4.7

COMPARISON OF AVERAGE SCHOOL DISTRICT BUDGETS AND AVERAGE COMMUNITY EDUCATION BUDGETS BY TYPE OF DISTRICT

N	Type of District	Average School District Budget	Average Community Education Budget	Average % Community Ed. of School District	Range % Community Ed. of School District
41	Rural	$ 1,954,000	$ 61,500	3.15	9.16 to 0.13
29	Suburban	6,192,000	170,000	2.74	7.22 to 0.05
17	Urban	40,590,000	263,400	0.64	3.04 to 0.04

Perceived Commitment and Support for Community Education

Research Question 6 deals with Regional University Community Education Center Directors' perception of the level of commitment and support in different types and sizes of school districts.

> RQ 6 How will the Regional University Community Education Center Directors rank the level of commitment and support for community education by type and size of public school district?

The data in Table 4.8 indicates that in the opinion of the Regional University Community Education Center Directors school districts between 5,000 and 10,000 students (mean rank of 1) have the highest level of commitment and support for community education. The size and type of school district having the lowest mean rank on commitment and support for community education are urban districts over 40,00 students.

A second research question also deals with the level of support for community education.

> RQ 7 Will public school superintendents recommend the implementation of community education by other public school districts?

Table 4.9 shows that 98% of public school superintendents sampled whose districts have adopted community education would recommend that other school districts implement community education. The Table also shows that the Regional University Community Education Center Directors perceive the high level of public school superintendents' commitment.

Table 4.8

MEAN, STANDARD DEVIATION AND RANKING BY REGIONAL CENTER DIRECTORS ON PERCEIVED COMMITMENT & SUPPORT OF SCHOOL DISTRICTS

Size & Type	Center Directors' Perceptions N = 11 Mean	SD	Rank
5,000 to 10,000 students	4.20	.42	1
Rural districts	4.18	.87	2
10,000 to 20,000 students	4.10	.57	3
Elementary schools	4.09	.54	4-5
2,000 to 5,000 students	4.09	.54	4-5
Junior highs	3.91	.54	6-7
High schools	3.91	.94	6-7
Suburban districts	3.90	.74	8
20,000 to 40,000 students	3.88	.83	9
Less than 2,000 students	3.82	.75	10
Urban districts	3.50	.85	11-12
Over 40,000 students	3.50	.93	11-12

Table 4.9

LEVEL OF PUBLIC SCHOOL SUPERINTENDENTS' SUPPORT OF COMMUNITY EDUCATION

Response	Superintendents' Support Level N	%	Directors' Estimate of Support Level N	%
Strongly Agree	63	65	6	55
Agree	32	33	5	45
Neutral	2	2	-	-
Disagree	-	-	-	-
Strongly Disagree	-	-	-	-
Total	97	100	11	100

Implementation and Adoption Levels

Research Question 8 deals with the implementation of community education.

RQ 8 What will be the level of community education implementation within the school districts sampled?

Table 4.10 shows that 60% of the superintendents feel that community education programs within their school district will be expanded. Twenty-two percent express the belief that community education is fully implemented within their school districts.

Table 4.10
EXPRESSED LEVEL OF IMPLEMENTATION OF
COMMUNITY EDUCATION WITHIN SCHOOL DISTRICTS

Category	Combined		Rural		Suburban		Urban	
	N	%	N	%	N	%	N	%
Fully implemented	21	22	11	26	8	25	2	10
Will be expanded	58	60	27	63	16	50	15	75
Remain the same	8	8	4	9	4	13	-	-
Pilot or demonstration	5	5	1	3	3	9	1	5
Reduced or discontinued	3	3	-	-	1	3	2	10
No response	2	2	-	-	1	3	-	-
Total N	97		43		34		20	

The final research question is

RQ 9 What will be the adoption levels by type of district and type of school?

The data in Table 4.11 show the extent of adoption and compare adoption levels in elementary, junior high and high

Table 4.11

COMPARISON OF COMMUNITY EDUCATION ADOPTION LEVELS
BY TYPE OF DISTRICT AND TYPE OF SCHOOL

Type of District	Elementary			Junior High			High School		
	Total No.	Adopting Com.Ed.	Adoption Level %	Total No.	Adopting Com.Ed.	Adoption Level %	Total No.	Adopting Com.Ed.	Adoption Level %
Rural	173	144	83.3	47	42	89.4	49	47	95.9
Suburban	211	150	71.1	46	36	78.3	31	29	93.5
Urban	708	156	22.0	120	40	33.3	87	19	21.8
Combined	1092	450	41.2	213	118	55.4	167	95	56.9

Total Number of Schools	1,472
Total Number of Schools Adopting Community Education	663
Overall Adoption Level	45%

schools in rural, suburban and urban school districts. High schools have the highest adoption percentage (56.9%). The combined level of all schools, elementary, junior high and high school, shows that out of 1,472 schools, 663 or 45% have adopted community education.

Summary

The results of univariate analysis of variance for testing the difference in total mean scores between Regional University Community Education Center Directors and public school superintendents indicate a probability level of $P < .27$ which exceeds established limits for significance. It is concluded that there does not appear to be any statistically significant difference between perceptions of Regional University Community Education Center Directors and public school superintendents on items identified to assess consequences of adopting community education.

The ranking of mean scores on items to assess consequences of adopting community education shows a Spearman's coefficient of rank correlation in which $r = .85$ between Regional University Community Education Directors and public school superintendents. The highest positive ranking is the belief that since adopting community education, school facilities are used to a greater extent. The lowest ranking is the belief that since adopting community education, school libraries have become community libraries.

The results of multivariate test of equality of mean vectors between Regional University Community Education

Center Directors and public school superintendents from rural, suburban and urban districts on local individuals' and groups' perceived level of support for community education indicate a probability level that exceeds established limits for significance ($P < .34$). It is, therefore, concluded that there does not appear to be any statistically significant difference between mean vector levels of the four groups' perceptions of local individuals' and groups' level of support for community education.

The ranking of mean scores of individuals and groups on their level of support for community education shows a Spearman's coefficient of rank correlation in which $r = .65$ between Regional University Community Education Center Directors and public school superintendents. The highest positive ranking group is school boards. The lowest ranking group is custodians.

There are diverse responses on the expressed major benefit of adopting community education. The highest percentage for Regional University Community Education Center Directors is 27% on "involvement and participation of citizens in decision making and community activities." Public school superintendents' highest percentage is 32% on "expansion and improvement of programs and services."

It was found that the top four sources of financial support for community education in school districts samples are 1) state government 2) school districts 3) fees and charges and 4) federal government. The results also show that rural school districts tend to allocate a greater percentage of their school district budgets for community education than do suburban and urban school districts.

In the opinion of the Regional University Community Education Center Directors, school districts between 5,000 and 10,000 students have the highest level of commitment and support for community education. The size and type of school district they perceived to have the lowest commitment and support for community are large urban districts of over 40,000 students.

The data also show that public school superintendents' support of community education is very high. Ninety-eight percent of the public school superintendents sampled would recommend the implementation of community education by other public school districts. Sixty percent of the superintendents sampled feel that community education within their school districts will be expanded and 22% express the belief that community education is fully implemented within their school districts.

A comparison of the adoption level of community education by type of district and type of school shows that high schools have the highest adoption percentage (56.9%). Approximately 45% of all elementary, junior high and high schools in the districts sampled have adopted community education.

CHAPTER V

SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

Summary

During the last decade, the process of change and innovation in education has been receiving increasing attention. Many innovations are being promoted and adopted in educational institutions; but as researchers have discovered, the consequence of adopting these innovations is little alteration in the structure and function of education.

Community education is an educational innovation being widely promoted and diffused. The promotional efforts are based almost entirely on the assumed benefits a community receives from its adoption. But there has been little systematic assessment of community education and almost none on the consequences of its adoption.

The purpose of this study is to examine and compare perceptions of Regional University Community Education Center Directors and public school superintendents whose school districts have adopted community education and been in operation over two years, but less than five years. It assesses and documents the consequences of adopting community education as perceived by these two groups.

The study is designed to sample these two major populations involved in community education's implementation and adoption process. The Regional University Community Education Center Director's primary concern is directing his Center's promotion and training efforts to assist local school districts in implementing and adopting community education. Public school superintendents are also key figures in the adoption process. Studies have shown that unless a superintendent gives an innovation his attention and actively promotes it, the innovation will have little chance of succeeding.

The questionnaire was developed in three major sections. Section I is based on topic areas considered to be the consequences of adopting community education. Section II is devoted to rating local individuals and groups on their support for community education. Section III provides an indication of the type and size of community education programs and information on sources of financial support. The questionnaire was administered to the Regional University Community Education Center Directors and mailed to the public school superintendents.

The data was analyzed with the assistance of the Michigan State University, College of Education, Research Consultation Office. The statistical techniques used include a basic statistics program, univariate analysis of variance, multivariate test of equality of mean vectors and Spearman's coefficient of rank correlation.

Conclusions

Analysis of the data provides the following conclusions:

1) There is no statistically significant difference between perceptions of Regional University Community Education Center Directors and public school superintendents on items identified to assess consequences of adopting community education. Both groups appear to perceive the same consequences of adopting community education.
2) The highest positive ranking consequence of adopting community education is the belief that school facilities are used to a greater extent. The lowest ranking consequence of adopting community education is the belief that school libraries have become community libraries.
3) There is no statistically significant difference between perceptions of Regional University Community Education Center Directors and public school superintendents on local individuals' and groups' perceived level of support for community education. Both groups appear to perceive the same support levels of local individuals and groups for community education.
4) The highest positive ranking group for support of community education is the school board. The lowest ranking group for supporting community education is custodians.

5) There are diverse responses on the expressed major benefit of adopting community education. The highest percentage for the Regional University Community Education Center Directors is 27% on "involvement and participation of citizens in decision-making and community activities." The public school superintendents' highest percentage is 32% on the "expansion and improvement of programs and services."

6) The top four sources of financial support for community education in school districts sampled are 1) state government 2) school district 3) fees and charges and 4) federal government. Data show rural school districts tend to allocate a greater percentage of the school district budget for community education than do suburban and urban school districts.

7) In the opinion of the Regional University Community Education Center Directors, school districts between 5,000 and 10,000 students have the highest level of support for community education. The size and type of school district they perceived to have the lowest commitment and support for community education are urban districts over 40,000 students.

8) Public school superintendents express a very high level of support for community education within their school districts. Ninety-eight percent of those sampled would recommend other school districts adopt community education.

9) In the school districts sampled, the present adoption

rate for all types of schools, elementary, junior high and high school, is approximately 45%.

Discussion

Some of the results and implications of the study warrant discussion.

Consequence Variables

The study appears to document the fact that community education is generally perceived by the two sampled groups as accomplishing what a review of the literature maintains it does accomplish. The results show that statistically there is no significant difference between the perceptions of Regional University Community Education Center Directors and public school superintendents on the consequences of adopting community education identified in the questionnaire. Because community education is promoted on its assumed benefits, the study seems to document that there is no significant difference in perceptions of community education's accomplishments between those promoting the process and those implementing the process.

The study focuses on consequences, not on goals and objectives; but it may provide possible insights about goals and objectives. If some of community education's goals and objectives are assumed to be

1) greater utilization of school facilities
2) increased learning, social and recreational opportunities for all ages
3) improved public opinion toward the schools

then the results of the study show that they are perceived as having a high level of accomplishment. But if some of the goals and objectives of community education are assumed to be

1) increased home visitations by school staff
2) increased voter support
3) reduction of school vandalism
4) increased involvement of minority groups in community affairs

then the results show that they are perceived as having a lower level of accomplishment.

This study does not determine the Regional University Community Education Center Directors' and public school superintendents' agreement on community education's goals and objectives. The diverse response to the question of community education's major benefit indicates a wide scope in perceived goals and objectives. It is recommended that a study be designed to assess community education's goals and objectives. It is further recommended that once the goals and objectives are determined, objective measurements and guidelines be developed to evaluate community education's consequences.

Supporter Variables

The study appears to document local individuals' and groups' support for community education. The results of the study show that statistically there is no significant difference between the perceptions of Regional University Community Education Center Directors and public school superintendents on local individual's and groups' level of support for community education. This finding tends to support the generalization made by other researchers that support for innovations is often outside the school. Analysis of the data shows that the groups having the highest perceived level of support for community education are school boards, parents, senior citizens, civic organizations and youth-serving organizations. In the overall ranking of the 25 individuals and groups, principals ranked tenth, teachers twentieth and custodians twenty-fifth.

Although there is overall agreement between the two groups sampled on the 25 individuals and groups on the Spearman's coefficient of rank correlation (r = .65), there are several groups on which there is a low level of agreement. Public school superintendents sampled rank school board's support for community education first, whereas the Regional University Community Education Center Directors rank them eleventh. This disperity may be an indication that the Center Directors tend to underestimate the support of the school board in adopting innovations.

The other major group on which there is low agreement is park and recreation agencies. The superintendents rank them fifth and sixth, whereas the Center Directors rank them nineteenth. This disperity may indicate Center Directors may tend to perceive some role conflict with park and recreation agencies because recreation is one of the components of community education.

This study does not give a clear picture of local individuals' and groups' influence on adopting community education. It focuses on perceived support levels, not on active participation and support. It is recommended that a study be designed to determine local individuals' and groups' active influence in the various stages of the change process. It is further recommended that a longitudinal study be done to determine changes in attitudes over a period of time.

Financial Source Variables

Analysis of the data does not give a clear indication of the sources of financial support for community education. The public school districts sampled include many districts in states having passed legislation to reimburse portions of community education program expenses. The study does not focus on states or regions, and therefore, state and regional differences are not determined. It is recommended that a study be designed to determine regional differences and their effects on the financial base of community education.

District Size and Population Variables

Results of the study show that there is no statistically significant difference between the support levels of rural, suburban and urban public school superintendents for community education. But data on perceptions of the Regional University Community Education Center Directors and on adoption levels seem to indicate that there are differences in the ease of implementation and adoption of community education in different types of districts and with different sizes of student populations. It is recommended that a study be designed to determine the differences in each type of district and size of student population.

Recommendations

The results and implications of the study suggest further areas of study. It is recommended that studies be designed

1) to assess community education's goals and objectives.
2) to develop objective longitudinal measurements and guidelines to evaluate community education's consequences.
3) to determine local individuals' and groups' active influence in the various stages of implementing and adopting community education.
4) to determine changes in individuals' and groups' awareness and attitudes over the periods of community education's initiation, implementation and adoption.
5) to determine regional and state differences and their effect on community education's financial base.
6) to determine the differences in the ease of implementing and adopting community education in different types of school districts and sizes of student populations.
7) to compare educational differences between school districts with community education programs and school districts without community education programs.
8) to replicate the study with a smaller sample using in-depth interviews.
9) to replicate the study with a population sample of school board members, principals, teachers and community education experts in higher education.

SPEC. COMMITTEE ON AGING
RECEIVED
JUL 19 1973
UNITED STATES SENATE

GREAT RIVER
SCHOOLMASTER
Association, Inc.
Green [illegible] 52051

SPEC. COMMITTEE ON AGING
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UNITED STATES SENATE

July 12, 1973

U. S. SENATE (NEW OFFICE BUILDING)
Washington, District of Columbia

Att: Mr. John Oriol
Senate Subcommittee on Education

Dear Sir:

Dropped over yesterday to audit hearings on the Community Centers bill; as you noted there seemed no place on the agenda where there was unoccupied space for me to make a presentation.

I am under the impression, however, that this writing may be included within the records of the hearing and thus may afford input. IF I AM MISTAKEN ON THE STANDING OF THIS LETTER, PLEASE SO INFORM ME.

My comments on the proposed legislation in clude the following points:

a. The approach is passe'. Except for larger school systems orschools within the aura of a college, university, or foundation, the concept of drawing people to some center, any center, is passing out of style.

As an example, I might give the case of senior citizen operations in our area. These started with a glow, properly advertised via all media (as are the ones presented as community center operations in the hearing). Meals on wheels came to be, and one county initiated bus service in great style.

With the passage of time, the following has happened: of our senior citizen groups, one still makes use of meals transported from the school cafeteria. Another has changed its meal sources from school to hospital, while yet another now has its meals prepared by restaurants. A third or fourth has resolved itself into "eating clubs" where clusters of senior citizens eat cooperatively.

The picture here is one of services, yes, but of services which bear little or no resemblance to the dream under implementation in the initial stages. The factor shown is that of SELF-DETERMINATION on the part of the senior citizens and avoidance of entanglement in coercive adherence toward implementation of a "planner's" dream. The benefit is in the implementation of the "local" dream.

The same evolution toward self-determinism is also found in our history of senior citizen transportation. Our county probably puts on more bus-miles than any other county with four routes (each more than seventy miles round trip) on summer bi-weekly schedules, but the routes are developing feeder passenger services which, in some cases where passenger number is small, taked the place of the standard bus. The present emphasis in senior citizen effort (as per transportation) is toward selection (by club) of knowledgably good drivers, of asking state assistance in funding milage to such, tires from state stores, and state insurance (as per hospital ambulance drivers who collect from over the state). In other words, in rural areas, and except for well-established and acknowledged bus lines for seniors, the trend is toward a quasi-taxi service supported in part by goods, gas, insurance, etc. as available through state highway or hospital agencies.

Here again, the actuality is warping away from the "big dream".

This same warping from the intended theme is apparent in the development of educational systems for seniors. Our rural seniors do not want their "rurality" thrown into highlight by being in a "slicked-up" school; they do not like playing second fiddle to the more important youth and adult operations. When they come out, they want to be "it". They refuse to share quarters with youth groups preferring their own battered-up senior center. They don't want to go out at night (not true of metropolitan seniors) and they don't want to dress up to go out, i.e., going directly from gardening or grass cutting or whatever when they do go during daylight hours. They will dress up for bus trips, but hardly that.

It should be emphasized that at least fifty per cent of the members, by law, are required to be indigent, and going out or to some function requires dressing beyond their means although a clothing unit is part of the senior center.

Thus, my directives f r developing educational systems for senior citizens include:

a. Unitized courses which may be dropped or picked up and continued at the caprice or energy crest of senior citizens. THIS MEANS EITHER READING CORRESPONDENCE COURSES (AND THEY DON'T READ NOR ANY WANT TO READ), TELEVISION-LIKE VIDEOTAPE UNITS (WHICH THEY LIKE IF THEY ARE IN CARTRIDGE AND THEY THEMSELVES CAN HANDLE THEM), OR FILM CARTRIDGE UNITS. They can't relate to nor handle programmed instruction but are interested in the vicarious experiences as shown on film (motion) or videotape.

b. Video pipelines to the senior center or viewing centers (not slicked up, comfortable, bummy, and relaxed) if the latter are for seniors alone; some would like video cable since expansion of CATV has swept across out state and the elders know about it ("might be I could find five a month for video") right in their homes.

c. All teachers to be senior citizens (no senior citizen money going into somebody else's pockets).

d. Their rights to make their own selections not only of courses but of the units they want to see in the courses.

In scanning the bill, I see little or no expenditure for modern-day video equipment, dispersed education, individualized progression, or any of those things with which we are coming to equate modern education.

b. My second objection to the proposed bill is that it highly plays favorites.

In our county, there is one school, in the county-seat, where such a program of community activities might be meaningful, and that school already is up to its ears in an expanded educational effort which includes a summer camping area on the Mississippi, an ecology flotilla, summer music-drama-art programs, open-house activities to all organizations. Operating the full-time program is already being done.

Further, of the other school systems (5) in the same county, all small schools but carrying from kindergarten through twelfth grade and vocational preparatory classes, all are nowso thoroughly extending themselves to their communities as means for developing a public interest which will keep the school from being engulfed into a massive re-organization, that implementing the provisions of the bill would be considered a retrogression in services.

An example community, Preston, Iowa, extends on after regular hours with track and sports operations, it has tennis facilities built by parent subscription and for adult use, it has a very strong athletic booster activity with an illuminatdd field which may be used by any person or group willing to pay costs for electricity, its evening activities include its own music and arts programs while various community organizations meet in other rooms. The building is the community dance-hall, the community playhouse, odeum for imported talent, church for funerals of community leaders, locale for farm group meetings on local-regional-state levels, contributor to community planting, water-testing, health, and other programs, part editor and printer of the community paper, operator of the community radio program (weekly), and other activities which are beyond my ken of knowledge gleaned simply by observation.

And this/these smaller schools are no exception in our state; further, such schools represent five out of every eight schools. The other three out of every eight might be eligible since these have large community backing which allows them grant-seeking officers, administrators with time enough away for locating and writing grant contracts, or institutes of higher learning who perform these functions for them.

It is my private opinion that THE SMALLER SCHOOLS WHO HAVE NO SUCH CONTACTS AND MUST SELL THEIR PROGRAMS TO THEIR COMMUNITY ON THE BASIS OF ADVANCED COMMUNITY OFFERINGS, that these schools are well ahead of the level of education proposed in the bill and that, further, these SMALLER SCHOOLS REPRESENT THE AVERAGE SYSTEM WHICH WOULD BE ENTIRELY BYPASSED BY THE BILL EVEN IF THE SCHOOLS HAD TIME TO CONSIDER IT (assuming they don't think that they are already doing as much or more community activity as is suggested under the bill). Inother words, benefits of the bill would go to the elite.

The following are ideas already under exploration (without government funds) by these hyper-active small school systems and which ideas might preferably be the topics for Federal funding directions in education:

1. Individual progression viewing centers for smaller school systems which would allow responsibile junior and senior secondary students to move through certain disciplines by way of viewing film or videotape units with test-passing operations between viewings.

2. Systems for serving such viewing centers with inexpensive master tapes from which local libraries of course tapes could be developed; funding to assist in purchases of such equipment,
3. Systems for conveying from video centers in schools to viewing screens in senior citizen centers, special homes, and homes of handicapped or otherwise homebound persons of school age,
4. Systems for using the same videocameras and cables for reverse (upstream) viewing of school areas both during school and after school hours as a means both for insurance surveilance as well as surveilance against vandalism,
5. Systems whereby the school antenna mast put up to pick up state video programs could be applied to small-community cable TV, this as a means for increasing school income via rentals,
6. Systems whereby the school and police could share use of surveilance TV.

And others.

If the essense of the bill is to convey additional benefits from the school staff and equipment over into the community, surely the above should have been included in this day and age.

Please contact me: 2114 North Powhatan, Arlington, Virginia 22205 to indicate if the above is included in the hearings.

Yours truly,

Bill Dennis

William M. Dennis, Coordinator

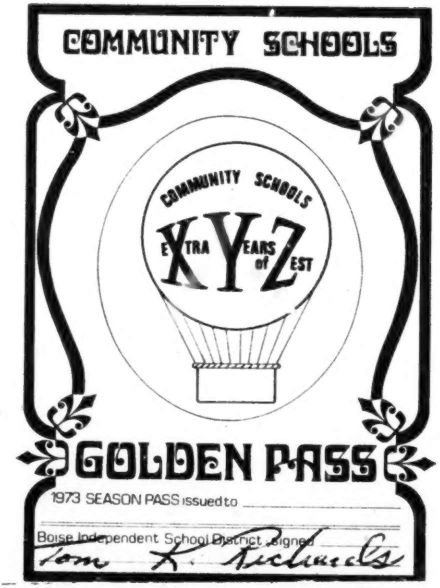
Community Schools is the effort by your independent School District to utilize school facilities and community resources for all people of Boise regardless of age.

The XYZ Golden Pass is issued to people of the district over 60 years of age in recognition of support and dedication they have given to our schools.

Boise Independent School District invites these people to return to their schools and take part in the community activities there.

With best wishes for good health and happiness.

Dr. S. S. Youngerman, Jr.
Superintendent
Boise Independent School District



COMMUNITY SCHOOLS

COMMUNITY SCHOOLS
XYZ
EXTRA YEARS of ZEST

GOLDEN PASS

1973 SEASON PASS issued to ____________

Boise Independent School District Signed
Tom K. Richards

XYZ GOLDEN PASS SCHEDULE

BORAH HIGH SCHOOL

Wrestling Matches *
Basketball Games *
Boise School Night Music
  Production - April 27
  8:00 p.m.
All School Spring Music
  Concerts (dates not set)
National School Assmebly
  March 1 - 1:00 p.m.
Campus Life Assembly
  March 28 - 12:45 p.m.

BOISE HIGH SCHOOL

Wrestling Matches *
Basketball Games *
Boise High Band Concert
  (April - call for date)
Swing Show by Boise Band
  May 17 - 8:00 p.m.

CAPITAL HIGH SCHOOL

Wrestling Matches *
Basketball Games *
Elem. Honor Band Concert
  March 17 - 8:00 p.m.
Three Act Spring Play
  March 29 & 30 - 8:00 p.m.
Capital Band Concert
  April 26 - 8:00 p.m.
Jack Lythgoe, Hypnotist
  April 26 - 8:00 p.m.
Boise School Night Music
  April 27 - 8:00 p.m.
Band/Orchestra Pops Concert
  May 10 - 8:00 p.m.

* Except Tournaments

For information on activities that are not listed please call XYZ at 345-9921.

MANAGEMENT
AIDS

Bulletin No. 82

SCHOOL-COMMUNITY RECREATION and PARK COOPERATION

. . . Information and Guidelines
. . . Basic Considerations
. . . Case Studies, Sample Agreements and Layouts

by
Robert M. Artz

NATIONAL RECREATION AND PARK ASSOCIATION

1601 N. Kent Street
Arlington, Virginia 22209

The National Recreation and Park Association, a 30,000-member non-profit service and educational organizational dedicated to improving the quality of life through effective utilization of natural and human resources.

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SCHOOL-COMMUNITY RECREATION AND PARK COOPERATION

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By
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TABLE OF CONTENTS

Page

PREFACE 4

INTRODUCTION 5

BACKGROUND - HISTORICAL INFORMATION 6

- Some Basic Principles 9
- The Park-School Concept 11
- Role of School in Recreation 16

THE NEED 25

ORGANIZATION — THE ESSENTIALS 29

- Obstacles 34
- Guidelines 35
- Benefits 40
- Basic Considerations 41

THE CONCLUSION 45

THE APPENDIX 46

- Case Studies 48
- Sample Agreements and Layouts 54
- Sample Layouts 57

BIBLIOGRAPHY 70

PREFACE

A successful community recreation and park service requires the pooling of all community resources, especially those most closely related, such as education and the schools. With the increased demands placed on the tax dollar today all public officials have a moral obligation to their respective constituents to stretch the tax dollar as far as possible through joint planning, facility development, use, maintenance, programming, and financing.

This manual is designed to help park and recreation professionals develop and maintain an effective working relationship with the schools.

The National Recreation and Park Association and its Board of Trustees extends its sincere appreciation to the author, NRPA's Department of Community Services Director, Robert M. Artz. He has provided the park and recreation professional with another Management Aid which is a valuable resource and tool for achieving a successful school-community recreation and park cooperative working relationship.

Dwight F. Rettie
Executive Director
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INTRODUCTION

The Recreation and Park Department has the responsibility to provide leadership to organize the community and its many resources to insure provision for maximum recreation and park services at the most reasonable cost. This can only be accomplished through a cooperative-coordinated action program among all agencies involved in the delivery of community recreation and park services. The local school is a key agency because it represents the greatest investment of taxpayer's dollars especially in terms of community areas and facilities, professional personnel, and overall operation costs. Schools are usually best located to serve the people at the neighborhood as well as at community and regional levels. Park and recreation departments must take the lead to establish an effective cooperative working relationship with the schools to insure efficient, economical community planning and service. Full utilization of all community resources is a "must" if park and recreation agencies are to meet the publics' needs and demands now and in the years ahead.

This manual does not contain all the answers as to how to develop the necessary cooperative program with the schools, however, it does include substantial information to provide a better understanding of the many areas of cooperation and coordination. There are a variety of suggestions, methods, techniques, and examples from communities who have developed effective school-community recreation and park programs.

It is our hope that the information and material included in this Management Aid will prove instrumental in the improvement and expansion of school-community recreation and park cooperative efforts nationwide.

BACKGROUND - HISTORICAL INFORMATION

Since early days the field of education has recognized the value of recreation in its endeavor to prepare man for good living and good citizenship. However, most educators have been concerned more with the "Three R's" than with recreation or play and cooperation between the schools and community recreation services has been a slow process.

Perhaps the earliest known use of schools for recreation use was in 1821, when the Latin School in Salem, Massachusetts, opened its outdoor physical education facilities for recreation. Several schools in New York City were opened in 1898 as evening recreation centers with leadership for recreation programming. This milestone was evidently so successful that by 1907 twenty-six schools were being used for recreation programs in the city.

By 1900 several states had passed general legislation permitting school buildings to be used as civic or social centers but the provisions for use were often indefinite, and the use of school buildings for recreation was very sporadic. In 1902 John Dewey stated: "The pressing thing, the significant thing, is really to make the school a social center, that is a matter of practice - not theory."

The greatest impetus for wider use of schools for recreation purposes came in 1907, when Rochester, New York, appropriated funds to establish a school-center demonstration. This demonstration was an attempt to establish a civic center in the school-house for the purpose of encouraging better citizenship and training for democracy. The experiment stimulated other cities to make wider use of their school facilities and plants for community recreation, and some states passed legislation, that, in effect, declared that the school was a civic center. Wisconsin was one of the early leaders in providing permissive legislation for recreation. In 1911 it passed legislation authorizing education authorities to levy a tax of two-tenths mill for community recreation. This led to Milwaukee's establishing their school recreation-center program, which has since become nationally known.

In tracing history further one discovers that increasing the use of school facilities for recreation and the changing attitude of school authorites concerning their responsibility for play and recreation has been due to a number of factors. One of the first was the real economy of using school buildings and facilities full time rather than duplicating this use by the construction of a separate recreation center. Another very important factor in these early years, was that the schoolhouse was given extensive use for community service in World War I, and this practice established a pattern for general use of the school plant. Third, and perhaps most important to recreation and park authorities, was the action taken by the National Education Association. In 1911, it passed a resolution approving the wider use of schools for recreation and civic activities. The Association issued a report in 1918 on its "Cardinal Principles" of secondary education, in which it listed **health and the worthy use of leisure time** as two of the "seven cardinal principles" of education. A further statement from the report solidifies the school's responsibility to the field of recreation and leisure-time services, especially in the area of youth leisure pursuits:[1]

> "The school has failed to organize and direct the social activities of young people as it should. One of the surest ways in which to prepare pupils worthily to utilize leisure in adult life is by guiding and directing their use of leisure in youth. **The school should, therefore, see that adequate recreation is provided both within the school and by other proper agencies in the community.** The school, however, has a unique opportunity in this field because it includes in its membership representatives from all classes of society and consequently is able through social relationships to establish bonds of friendship and common understanding that cannot be furnished by other agencies. Moreover, the school can so organize recreational activities that they will contribute simultaneously to other ends of education, as in the case of the school pageant or festival."

Other early efforts which influenced the development of greater school-community recreation and park cooperation included the Dover, Delaware, Community School in 1937. Much credit is due Dr. N. L. Engelhardt, an Education Professor from Columbia University who served as educational advisor for this then unique undertaking. For many years he had been urging upon the education profession and school authorities the importance of providing school plants that not only would afford a sound educational program but that also could be used effectively for community recreation services. The Dover Community School realized both of these planning objectives. The concept that school buildings should be planned and used for community recreation began to receive widespread acceptance. School officials became more and more aware of the need to plan and use the school plant for the benefit of the total community. The National Education Association again gave support to this endeavor with the following endorsement by the Educational Policies Commission in 1940:

> "An immediate step leading toward more complete provision of community recreation is to make available for leisure use all suitable school facilities in the community outside of school hours and during vacation periods. This is perhaps the most important single step any community can take in coordinating its recreation and education programs. In planning ahead for community use of schools, the plant must be designed to meet the requirements of the new programs".

These were important advances because they helped gradually overcome the thinking of most school authorities that provision for play and recreation was a luxury. The Educational Policies Commission in a further report stated, "It is to be doubted whether any element of the "regular" curriculum is more truly educative than the activities associated with recreation. A shallow respect for false and harmful standards has in the past kept the recreative arts in the place of the poor relation. It is time to place them in a position of honor at the educational table."

The acceptance of the place of play and recreation in the school program became more widespread in the ensuing years and many school authorities adopted the standards promulgated by Dr. Englehardt and his associates for outdoor playgrounds. A number of adaptations were made in the school plant to better facilitate community use. To use his own words, "Activity work rooms are supplementing classrooms. The library entices because of its beauty and attractive layout of books. The auditorium affords opportunity for combined adult and child activity. The music and the art studios, the industrial and homemaking laboratories provide for parent as well as child instruction." In addition, the gymasium, playroom, and swimming pool are recognized not merely as facilities for health education, but as places where challenging life interests in games and sports are developed.

Certainly, the inclusion of these varied new facilities mentioned above have had a significant effect upon the regular as well as extracurriculum programs of the schools. They have stimulated greater recreation use during afternoons and evenings by the community for a variety of activities organized and conducted outside the school curriculum. Even though school-community recreation continued to grow in these days there was still basic negative thinking toward use of the school plant for community recreation. It was felt that the school was not planned for this extra type of use and therefore was not adaptable for it. It was true then as it is now that the facilities and their arrangement in the school plant greatly influence their suitability for community use. However, it was found then as now that the average school house, no matter how old it may be, **can be made adaptable through careful thought, skilled planning, and the will on the part of school authorities to do so.**

One of the most important actions which has increased development of the school-community recreation and park cooperation and coordination over the years was that taken by the National Recreation and Park Association, in cooperation with the American Association of School Administrators. Realizing the importance of planning new school buildings so as to be effectively adaptable for community recreation use the two jointly issued some basic principles for planning school buildings and suggestions for carrying them out. The principles were accepted and approved by many school authorities and the suggestions for carrying them out were based upon successful local experience. These following prnciples and suggestions valid then are just as valid for use today:

Some Basic Principles

1. All public school buildings, located where public provision should be made for community recreation facilities, should be planned and constructed to serve effectively not only the requirements of the school program but also the needs of all the people of the neighborhood and community for a broad recreation program.

2. Authorities responsible for administering community recreation activities to be provided in the school buildings should have a share in the planning of those facilities intended for community recreation use. If there are no local public recreation authorities, other available competent recreation leadership should be consulted.

3. In meeting neighborhood recreation needs many of the facilities provided for the school program may be effectively used, such as the gymnasium, auditorium, music, shop and speech rooms, library and play room, and classrooms with removable seats.

4. Citizens' advisory groups representative of the community or neighborhood should be consulted with reference to the planning of new school buildings. Such groups can interpret to the community the need for such facilities, and to the educational authorities the community facilities desired by the people and for which they are willing to pay.

5. Facilities designed for community recreation use should be grouped at one end of the school building, in a special wing or in a separate building. Such functional arrangement limits access to other parts of the building, making possible efficient control and economical maintenance and operation.

6. Recreation facilities in school buildings should be situated adjacent to the outdoor recreation areas. Direct access from parking areas and from the street should be provided.

7. Whenever a school building is designed for community recreation use, such use should be recognized as a major function of the building and not merely as incidental or nonessential. A plan of operation should be worked out so that community use will in no way interfere with regular school use, but use of the school by the community should be made attractive and convenient. Facilities for community use should be available for a maximum period.

Some suggestions for carrying out basic principles:

1. Provide one or more community rooms to serve as lounges or places where young people or adults can drop in outside school hours under proper sponsorship or supervision. Attractive, well-lighted and ventilated ground floor rooms prove most satisfactory.
2. Provide special cupboards for storing equipment, tools and materials used for community groups in art rooms, craft shops, and other rooms where such duplicate storage space is necessary for convenient use.
3. Provide separate lockers for community use in locker rooms serving the gymnasium, swimming pool or outdoor recreation areas.
4. Control heating and lighting for parts of the school used by community groups, to reduce heating and lighting costs.
5. Provide for closing off corridors and hallways where necessary to control community use after school hours and to prevent excessive custodial service cost for this purpose.
6. In elementary schools and in junior high schools to be used by younger children, provide a playroom that opens on the playground, which is large enough for a variety of activities and contains cupboards for storing play materials.
7. Provide toilets and drinking fountains that are easily accessible from the playground and that, with the play room, can be shut-off from the rest of the building.
8. Provide an entrance to the section containing community facilities that is easily reached from the street and well lighted at night.
9. There is an advantage in floodlighting play areas so that there may be a maximum of twilight and evening use.
10. Cafeterias can be used to greater advantage if there is a small stage to encourage wider utilization of a space which is normally used too little.
11. Plan all facilities with a view to multiple use. Many of the facilities designed primarily for school purposes will be usable for community purposes, very few of the facilities designed for community use will not be usable for the school program.

During these years and from the early 1940's through the early 1960's there were many historical events which influenced the growth of more and better school-community recreation and park working relationships. Perhaps one of the most significant was the "Glencoe Park-School Plan" described in the American City, January, 1940, by its originator, Mr. Robert E. Everly, then Superintendent of Parks and Recreation of Glencoe, Illinois, and a member of McFadzean, Everly and Associates, Winnetka, Illinois, Community Planning Consultants and Landscape Architects - Engineers:

The Park-School Concept

In public park and recreation planning a main endeavor should be to achieve cooperation among all local public boards to provide the community with the best public facilities at the lowest cost. Park boards and school boards particularly can increase the services of each agency by working together. Also, through heightened efficiency of operation, these expanded community services are made available to the taxpayers at a lower total cost. More facilities for less money, to describe it briefly.

This is the Park-School Plan - a method we have watched grow to maturity in its home community of Glencoe, Illinois, which is recognized throughout the country as a village of model parks and model schools, operated as an intergrated facility.

For those who cannot quite reconcile the uniting of the park district area with the school district area, or the administration of educational facilities with recreational facilities, or the personnel of the school house with the personnel of the recreation center, or finances for "teaching" with finances for "playing" permit me to go back to a few underlying precepts.

The end purpose of all the instruction and training given children in schools is to provide them with the mental, physical, and spiritual (in a sense) knowledge that equips them for a satisfying adulthood among other people. The interests, impulses, drives, desires, and instincts upon which the educational process is founded are identical to those upon which recreation processes are based. Therefore, with identical bases and aims, the educational and recreational systems are, by nature united. They should be planned together, constructed together, administered together, operated together, and maintained together. That, in large, is the Park-School Plan.

Financial Aspect

What about taxes? - it may be asked. Who pays for what? How can you ever get two boards to hold hands and work together when they have a difficult time getting along alone? **The answer is, work out your own situation in your own way.** Make your Park-School Plan work on the basis of complete consolidation, or mere friendly cooperation, or some place in between. But integrate your planning and the facilities you provide, and the taxpayers will thank you for more and better education-recreation centers at a lower total cost.

The Glencoe Park-School Plan developed on this basis. In 1935 the park board and the school board agreed that the park district should have complete charge of the property surrounding schools and that the boards should jointly plan for the development and maintenance of facilities for parks, education and recreation. It was decided that the new school buildings then being planned would be so designed as to provide for community activities at such times as not needed for education. It was further agreed that the pooling of resources, the sharing of facilities, the development of a comprehensive long-term plan based on educational and recreational requirements would be an efficient, economical, and intelligent way of doing business. After fourteen years under this method, Glencoe reports that this cooperation and coordination have provided the community with better facilities at a lower cost and with more efficient operation than was initially contemplated.

How The Plan Works

In the Park-School Plan, the local school board provides all indoor facilities for health, education, and recreation, and the local park board provides all outdoor facilities for the same purposes at the same locations. Some of the benefits are:

1. The school board can have more funds available to spend for its buildings and include facilities for community recreation because of reduced land requirements.
2. The park board does not have to build field or community houses and can spend its funds on the enlarged ground improvements.
3. With the schools maintaining the buildings, and the park authority maintaining the grounds, there is no duplication of maintenance crews or equipment, thereby reducing annual corporate expenses. These savings can be used for improved services and facilities.
4. Assessed valuations in the immediate vicinity of a Park-School are not effected adversely to the same degree as property values near a school having a small school yard. Surveys indicate that property values adjacent to schools in the United States depreciate approximately 35 to 40%. Assessed valuations in the immediate vicinity of a Park-School can be stabilized and, in many instances, actually increase.
5. From the recreation point of view, the transition from school to play is negligible. The association between education and recreation in the minds of children and adults is unified.
6. The Park-School arrangement does much to focus the center of public interest on a single area and enables the governing boards of the parks, schools, and recreation to present a larger, more attractive and more efficient packaged unit to the community, thereby reducing tax requirements and also taxpayer objections to taxes for essential facilities and services.
7. The present trend toward shorter working hours for all people makes it mandatory for planning agencies to provide recreation areas for the leisure time activities of the citizenry, and where better can this be centered than at the school plant.

8. Children of high school age benefit by the availability of large areas for active, organized play and adults are interested in both intensive and quiet use areas for recreation. Whenever possible, these areas should be planned adjacent to or consolidated with the junior high school and the senior high school.

The state of California became a leader in the advancement of school-community recreation and park cooperative planning and action. In 1953, the California State Department of Education produced a booklet, "The Schools and Community Organization for Recreation," which traced the following historical steps toward cooperative planning:

1. The period of original requests by municipal recreation departments for use of school facilities at which time limited use was allowed by school boards to test the reliability of municipally employed leadership.
2. The use of school faculty personnel as paid leaders or supervisors of programs conducted by municipal recreation departments on school properties.
3. The drawing up of written agreements between school boards and city recreation authorities.
4. The payment of compensation to school janitors for additional work involved in community use of schools.
5. The interpretation to the school board of its responsibilities regarding community use of schools.
6. The inclusion of school board representatives on city recreation boards.
7. The joint planning of school building programs with other community recreation agencies.

In 1956, the California Recreation Commissions' Committee on Planning for Recreation, Park Areas and Facilities, produced a "Guide for Planning Recreation Parks in California" which clearly spelled out that there was no better way for economy in spending the "Community dollar" than through integration of the park, the recreation center, and the school. The guide aptly described this policy as follows:

> "The Cooperative planning process offers opportunities to present-day recreation and park agencies and school districts to achieve functional groupings of properties and facilities that were seldom possible in earlier days. The trend toward inclusion of the neighborhood school, playground, and park on a single site receives particular stimulus from this type of collaborative planning in which the common interests of school districts and recreation agencies become more readily discernible."

See Appendix for case studies, sample agreements, and layouts.

In 1960, the California State Department of Education issued the following policy statement on "A Framework for Recreation Service Provided by California Public School Districts" under **The Roles of Public Education in Recreation:**

> The co-ordinated use of all community resources, facilities, and services is essential to the maintenance of recreation programs that are sufficiently varied to meet the different needs that exist and to meet all the demands for recreation . . . in most instances appropriate and adequate recreation can be provided most economically if the governing bodies in a community pool their resources for recreational purposes and work cooperatively in developing and administering the type of community recreation programs that are needed . . . The schools should cooperate with other community agencies in promoting and conducting recreational activities that have educational significance . . . If the schools make their facilities and personnel available for community recreational purposes they will be helping to conduct the recreation activities. . .

In 1959 the Recreation Policy Statement of the American Association for Health, Physical Education, and Recreation contained important, immediate concerns in the field of recreation. Especially was the need for greater cooperative effort supported, as follows:

1. **Recreation in Education**
   Education has a responsibility for helping individuals acquire and develop skills, appreciations, insights and resources usable for the individual and family unit throughout life for the enrichment of an increasing leisure. The Association accepts a responsibility to promote the establishment, maintenance, and improvement of general and specific curricular programs which contribute to this aim in the schools, colleges, and universities of this country.
2. **Education-related recreation in the community**
   In our modern concept of education the relationships of the school to the community have broadened. Educational institutions are reaching more inclusive age range through nursery and adult education programs. Furthermore, educational experiences — in recreation as well as in other fields — are related to the individual's living experiences in today's school. As a consequence, education is closely involved with community recreation experiences. Other organizations and agencies are also concerned with the recreation experiences of individuals attending or associated with the school. Many of the goals of these agencies and organizations and goals of schools are closely aligned. However, neither the agency, the organization, nor the school can furnish all the recreation services and experiences desirable in a complex democratic society. **A cooperative approach is essential with education assuming the role of an active participant.**

3. **Resources for recreation**
   There is a need for more efficient and economical use of total resources on local, state, and national levels. On the local level, the community school is a functional facility for community education, and reflects the philosophy that the people's investment in the modern school plant is so great that it must be made available for community use. Furthermore, community schools are often cooperatively planned in conjunction with other city property, such as parks and play areas. The design and use of public and private agency buildings for community-wide purposes during off-hours are to be encouraged. The development of new patterns of democratic planning and use of facilities paid for by residents in the community either through taxes or donations is essential. The comunity dollar must be spent for maximum service. On the state and national levels, also new patterns of cooperative planning will contribute greatly to more efficient and economical use of total resources available for recreation and education. The Association has a responsibility to aid in interpreting the need for adequate school plants and the development of patterns of democratic organization and control which make possible a wide use of these plants for both education and recreation. Similarly, it accepts a responsibility to aid in the development of patterns of cooperative planning by an between agencies and organizations on the local, state, and national levels, both public and private. Its efforts to these ends will be directed through its members and through the organizations and institutions with which it is officially affiliated.

Another real significant event which promoted school-community cooperative effort in park and recreation services was the 1959 National Conference on School Recreation, co-sponsored by the American Association for Health, Physical Education, and Recreation, and the United States Office of Education. Cooperating organizations included:

— American Association of School Administrators
— Association for Supervision and Curriculum Development
— National Association of Secondary-School Principals
— Department of Elementary School Principals
— The Athletic Institute
— National Recreation Association
— Society of State Directors of Health, Physical Education and Recreation

Conference delegates representing the above organizations developed the following:

Role of the School in Recreation:

1. **Schools Should Educate for the Worthy Use of Leisure**
Education for leisure, or recreation education, is the major, unique and continuing responsibility of the school in relation to recreation. The school may be able to justify its failure to administer a recreation program in whole or in part, or to open its doors to community recreation, but there can be no possible justification of its failure to prepare young people to live effectively in a world characterized by an ever-increasing amount of leisure. If the school is to be successful in the development of leisure skills, interests, and appreciations, their acquisition must not be left to chance but must be planned for as intelligently and deliberately as are other values for which the school strives. Implications or illustrations of this concept include the following:

— A special committee should be established by the school to explore each area of the curriculum to determine its possible contributions to leisure education.

— Literature, for example, should be taught with a view to making it more meaningful and enjoyable to students while in school, and increasingly more satisfying as long as they live.

— Science should be taught in a way to bring out the excitement, curiosity, and adventure resident in the exploration field trips. A lifelong recreation interest in ornithology or botany may result.

— Helping students acquire lifelong interests, appreciation, and skills in art, outdoor education, music, dramatics, and physical education, is a part of the school's responsibility in recreation education.

— Since people in their leisure, if given an opportunity, generally prefer to participate in those activities which are satisfying and enjoyable, and since people usually enjoy that which they do well, it follows that the teacher must help students reach the highest possible level of performance. Since skill is a basic factor in the making of wise choices in the selection of leisure activities, mediocrity should never be tolerated when excellence is possible.

— The whole child reacts to the total environment. A child is much more likely to develop a lifelong interest in an activity if he is taught by an intelligent, inspiring, and enthusiastic teacher in such a manner as to result not only in a high quality of learning but also in a satisfying and pleasurable experience as well. It is also the school's responsibility to provide opportunities wherein the various recreation activities taught can be practiced, interests deepened, and skills perfected. These opportunities might include establishment of clubs around some of the common interests, intramural participation, and provision of school and community facilities for further enjoyment of these leisure interests.

- Education for leisure must keep pace with an ever-changing world. This means that school administrators must give their students ample opportunities to have experiences with the recreation patterns and customs, music and dances of other nations as well as those of our own country.
- The schools should strive to utilize as many direct experiences as possible in recreation education. For example, teachers should take their students on more field trips, as well as bring more life into the classroom by inviting guest demonstrators and lecturers.

Schools Should Achieve Maximum Articulation Between Instruction and Recreation

- The school should improve teaching and learning through teacher-pupil relationships in a recreation setting.
- The school should supply leadership in the school-connected recreation program.
- School personnel should accept resposibility for supervision of school district property in the school and community recreation program.

Schools Should Coordinate and Mobilize the Total Community Resources for Recreation

- The school-Community concept should be supported and strengthened.
- The school should be a community service agency.
- Schools should lead the way, or act in cooperation with other public agencies, in providing a widely diversified program of recreation.
- Schools should have active, adequate, and official representation on the recreation commissions, or their equivalents, in communities conducting coordinated school-community recreation programs.
- The schools should utilize the total resoures of the community in their recreation education efforts. Leadership resources for class and club use might include: library staff personnel for story-telling, nature recreation specialists, conservation department personnel, square dance callers, and local craftsmen, artists, dramatists, poets, and writers. In addition, such physical resources as natural wooded areas, lakes, reservoirs, and steams may be utilized to enrich the program.

Schools should Develop Cooperative Planning of Recreation Programs and Facilities

- — School district officials should initiate, encourage, or recognize planning, financing, and operation of facilities suitable for recreation.
- — A community-wide program should represent the combined efforts of all agencies and organizations in the community.
- — As a social institution concerned with the welfare of the individual and society, the school should take the lead in analyzing the total community program, determining needs, and taking the necessary steps in cooperation with others to meet these needs.

The Schools Should Interpret Recreation to the People

An imperative need in recreation today is to embody significance and purpose within the field, and then to interpret those values to others. This is one of recreation's greatest challenges. Understanding is basic to appreciation, and appreciation is basic to support. Therefore, if the significance of leisure in American life, and the importance of recreation as a basic human need are to be understood, a far better job of interpretation must be done in the future than has been done in the past. The schools occupy an especially strategic position from which to carry out this important responsibility of interpretation. While leisure and recreation should be interpreted to all the people, it is especially important that in effective effort be made with the following:

- — State and local government officials
- — Newspapers, radio, and television officials
- — School superintendents and boards of education
- — Faculties and maintenance staffs
- — Parents
- — Social Agencies
- — Students

The stage was set for a concerted effort in the 60's to develop school-community cooperative programs, facilities, and services as the best means to meet the leisure time needs and demands of the American public. Even though the 1966 Recreation and Park Yearbook stated that the use of school areas for recreation services almost doubled since 1960, park and recreation agencies have still made only limited progress. A survey conducted in 1962 indicated clearly that cooperation with the schools still has a long way to go to produce the desired results. This School-Recreation and Park Cooperation Questionnaire which was sent to 1,139 departments with 308 returned for tabulation, representing a 27% return, produced the following information:

1. Legislation

Over 90% reporting indicated that state and local laws permit the use of school facilities for community recreation purposes. Only 15% of the park and recreation authorities reporting indicated they had been refused use of school properties for recreation purposes as compared to a much larger number of outside agencies receiving negative approval for private usage.

Slightly over one-half of the park and recreation authorities reported that state laws prohibit the use of school monies for construction of recreation facilities on land not owned by the school boards. A higher percentage of park and recreation authorities, 60%, noted that state laws prohibit the expenditure of funds for facility construction on non-city owned lands.

2. Existing Park-School Recreation Units

80% specified that the park-school unit concept was not in existence in their communities. However one-third reported planning for such complex underway while one-half indicated serious discussion on the subject was being held in their communities.

Of those reporting park-school recreation units, 45% of the initial units were completed during the decade between 1950 and 1960. Reflecting a speed-up of joint planning and use endeavors, one-third of the units were developed between 1960-62, just a two year spread.

3. Planning

Almost two-thirds reported that both the park and recreation authority and the school board have equal responsibility for selection of the joint use site and for its planning. On the other hand, only one-third of the city agencies indicated that both authorities have equal responsibility for the construction and development of facilities on the unit site. Slightly less than 50% reported equal responsibilities for administration and operation of the facility while two-thirds specified maintenance responsibility for the park-school recreation site and unit.

4. Joint Verbal-Written Agreements

Approximately three-fourths of the park and recreation agencies completing the questionnaire stated that verbal agreements exist pertaining to use of school facilities by the recreation authorities and less than one-half have verbal understandings as to use of city recreation-park facilities by school authorities.

In respect to written agreements two-thirds reported such agreements for use of school facilities with one-half having a formal agreement with school boards in respect to use of city facilities for school functions.

In respect to individual facilities a strong 92% of the park and recreation authorities revealed complete lack of joint agreements for a school-community center building with a slightly less percentage reporting for a joint use agreement of swimming pools.

5. Park-School Acreage Standards

The median size park connected with a school in a park-school unit concept is **seven** acres.

Only slightly less than one-third of the authorities stated that park acreage standards have been developed for a joint use unit. Of those reporting development of standards the median minimum is five acres, the maximum standard, fifteen acres. The majority of reports revealed that the acreage standards were based on potential population statistics rather than student attendance.

6. Park Unit Acquisition Approval

A great majority - 83% - reported that under the joint agreement the city may purchase land without prior approval of the school board with a similar percentage indicating the authority of the school board to purchase land for joint use purposes.

In respect to the final approval of a park-school area 35% reported that acquisition authority was invested in the school board with 28% stipulating a joint school board and city approval. Only 15% reported necessary final approval by the city council as a separate entity. The above percentage figures also relate to responsibility for final approval of park- school unit design plans.

7. Property Damage Responsibility

In the majority of cases the park and recreation authority was held responsible for damage on school property used by the agency. On the other hand damage of city property used by school authorities is primarily the responsibility of school boards although one-fourth report joint recreation and city responsibility.

8. Insurance Liability

A majority of park and recreation authorities (60%) carry property damage insurance with slightly less percentage (55%) also having personal injury insurance.

9. Park-School Recreation Unit Maintenance

Primary maintenance responsibility for the joint use park-school units were reported as follows:

Auditoriums	92%	Schools
Swimming pools	50%	
Gymnasiums only	85%	Schools
Gymnasiums - locker room	66%	Schools
Class rooms	77%	Schools
Music rooms	86%	Schools
Manual arts rooms	74%	Schools

Rest rooms	50%	
Stadiums	49%	Schools
Play fields	40%	recreation
Track	49%	recreation
Ice Rinks	68%	recreation
Hard Surface courts	43%	recreation
Baseball diamonds	44%	recreation
Playgrounds	40%	joint school and recreation
Athletic Fields	39%	joint school and recreation
Picnic areas	85%	recreation
Custodian services and supplies	53%	Schools
Expendable recreation supplies	68%	recreation
Personnel salaries	86%	recreation
Utilities and fuel	Generally the city pays a special fee	

In addition a large proportion of park and recreation agencies reported that school boards pay for services of some recreation personnel in connection with services under the direction of the public recreation park agency. One-half of the municipal or county agencies stated that teachers were employed as part-time recreation leaders.

10. School Cooperation Extended to Park and Recreation Authorities

Park and recreation agencies pointed out that school personnel cooperation has been satisfactory on a whole with two-thirds of the personnel problems revolving around custodian relationships, over 30% with school principals and 21% with Superintendent of Schools. Only 10% reported cooperative problems with teachers. A number of park and recreation authorities reported a combination of difficulties as reflected in the above statistics.

Of particular interest brought forth by an analysis of the questionaire is that 80% of the park and recreation agencies reported enthusiastic acceptance for the park-school concept as a result of operating experience with a similar percentage stating the administration has been a smooth operation.

11. City Owned Facilities Used by School Boards

Park and Recreation Agencies statistics revealed the following use of city owned facilities by school boards:

Stadiums	90%	Golf courses	30%
Tennis courts	71%	Ice rinks	30%
Ball Diamonds	75%	Lakes-Reservoirs	7%
Athletic fields	57%	Rifle-Pistol Ranges	5%
Parks-playground areas	47%	Garden Plots	3%
Swimming pools	41%	Trap-Skeet Ranges	1%

Only 10% of the authorities reported school boards paying a fee to the city for the use of city owned facilities.

12. Finance Arrangements in Use of School Facilities by Park and Recreation Authorities

In a slight majority of cases the departments reimburse the school boards based on use of individual facilities on a special use basis or, in limited cases, (5%) compiled on an annual fee agreement. In slightly over one-fourth of the cases no payment is made by the **municipal/county recreation agency in lieu of maintenance provisions** responsibility by the agency.

The study shows the median fee paid by park and recreation agencies follows:

Gymnasium	$5.00 per hour
Auditorium	4.00 per hour
Athletic fields	4.50 per hour (lighting not indicated)
Classrooms	3.00 per hour

In the vast majority of cases these fees cover custodian and utilities costs.

13. Sale of Park or School Lands

Only 13% of city authorities reported the sale of park land adjacent to schools, to the school boards in the last five years. 18% of the school boards on the other hand, reported selling portions of school lands to the cities for park purposes.

Almost two-thirds revealed that the community has prepared a master site plan for acquiring and developing park-recreation acreage with the vast majority requiring the land be adjacent to school property. However, the majority of park and recreation authorities state that they are not consulted on site acquisition plans for schools by the school boards.

14. Site Plans

Site plans for park-school developments were developed as follows:

Park and Recreation Department with schools	37%
City planning department with Park and Recreation Departments and schools	29%
School board with cooperation of Park and Recreation Department	21%
Private planning firm with Park and Recreation Department and school board	22%
Private firm with school board	14%
Private firm with Park and Recreation Department	10%
County planning department with cooperation of Park and Recreation Department and schools	6%

15. School Use by Public and Private Agencies-Organizations

Less than one-fourth reported that coordination of use of the school facilities between the public and private groups was lacking and practically all agencies noted that the use arrangements are handled directly by the school boards. However in the large number of cases Park and Recreation authorities are given priority of use by the boards and private groups are usually charged a higher fee than the park and recreation agencies.

16. Maintenance Policies

Existing policies featured maintenance responsibilities as follows:

Use of portions of school buildings by park and recreation departments	96%
Purchase of recreation equipment on school grounds by Park and recreation departments	36%
Maintenance of recreation equipment on school grounds by park and recreation departments	35%
Maintenance of school grounds by park and recreation departments	24%
Maintenance of school building exterior by park and recreation departments	3%

The results of this questionnaire clearly indicate that the park-school community center concept has been adopted by a number of cities throughout the United States. It is a logical change in recreation-park planning caused by the increased cost of, and greater requirements for public recreation and park services. A factor contributing to this joint planning, construction and operation of areas and facilities has been the desire to eliminate duplicating facilities found common on most park and school areas and facilities.

Although there have been and will continue to be many adaptations of the park-school community center concept perhaps one of the best information guidelines is that which appeared as follows in **Leisure and The Schools**:

> Many recreation activities can and should be handled most efficiently on a neighborhood basis. In this situation, the **neighborhood park-school** is an answer. This type of plan is an elementary school-recreation building in a park setting. The site should comprise fifteen acres plus one additional acre for each two hundred pupils of the ultimate anticipated enrollment. The service radius of this park-school should not extend beyond one-quarter to one-half mile so that it is situated close enough to the people for ready and easy use.
>
> The neighborhood park-school should serve the recreation needs of people of all ages during all seasons of the year. Its facilities should provide for both indoor and outdoor activities such as pre-school activities, arts and crafts, drama, music, dancing, tennis and other court games, modified field games, gymnasium activities, apparatus play, social and small-group gatherings, gardening, day camping and other outdoor education activities, picnicking, and other neighborhood recreation activities.

The properly-located **neighborhood park-recreation center** supplements inadequate or improperly-located recreation or school facilities. Because of hazardous situations or natural barriers, such a park may be needed in addition to a neighborhood park-school. In any event, wherever possible, this park should be located adjacent to the school site. It should also contain a recreation shelter building.

The neighborhood park-recreation center should comprise fifteen acres or more, depending upon the population. The service radius should not exceed one-quarter to one-half mile. Except for the absence of the school building, this area has the same function as that of the neighborhood park-school.

The community park-school (junior high school) is a centrally-located junior high school building in a park-like environment. The site should comprise twenty-five acres plus one additional acre for each two hundred pupils of the ultimate anticipated enrollment. The service radius should not exceed one-half to one mile. The functions of the community park-school are substantially the same as the neighborhood park-school except that it serves a larger geographic area. In planning this unit, it is important to remember that as the age of school children increases, their programs include activities which require larger spaces. Thus, this plan may accommodate events for which there is insufficient space in the neighborhood park-school.

The community park-school (senior high school) is a centrally-located senior high school building in a park-like environment. The site should comprise forty acres plus one additional acre for each two hundred pupils of the ultimate anticipated enrollment. The service radius is one to several miles.

This park-school functions substantially the same as the community park-school (junior high school) except that it provides for inter-school athletics, spectator space, and additional parking.

The community park-school (consolidated) consists of an elementary and secondary school building, or buildings, in a park-like area. The site should comprise forty acres plus one additional acre for each two hundred pupils of the ultimate anticipated enrollment. Its service radius consists of the entire community, including both the village or town and the surrounding open country.

It is the function of this area to provide year-round facilities for education and recreation activities for people of all ages. Provision should be made for court games, field sports (illuminate for night play), winter sports and other outdoor education activities, swimming, drama, music, dancing, arts and crafts, food processing, high school and adult homemaking, farm shop, picnicking, and other community recreation activities.

The peculiar needs of a rural community should receive consideration when planning areas and facilities for it on a year-round basis. Attention should be given to the patterns of rural living as they are influenced by such factors as problems of pupil transportation, Saturday shopping, and seasonal activities. A need may also arise for special facilities in rural communities having a seasonal influx of vacation or migratory laborers.

The community park-recreation center is a park to supplement inadequate or improperly-located school areas. Wherever possible, it should be located adjacent to such school areas. If not near a school, it must be located centrally to serve most of the potential participants.

The site should comprise twenty-five acres or more, depending upon population. If not adjacent to a school with adequate facilities, a community recreation building may be needed to supplement or augment this area. Even in communities with complete park-school centers, it is often desirable to provide a small recreation building with a lounge, toilet facilities, and children's play facilities.

The Need

Local park and recreation departments must make every effort possible to develop cooperative, coordinated plans and programs with other public, private, and voluntary agencies who provide leisure time services to the people of the community. Citizens' needs, requirements, and problems are so demanding today that individual agencies can no longer remain separate and apart from each other and expect to accomplish the varied and complex jobs now required of them.

The limited resources available to most park and recreation agencies, alone, requires the development of more and better inter-agency and inter-governmental cooperative, coordinated action. Local autonomy has a different meaning than it had several decades ago. All government is a cooperative venture-federal, state and local—and **during the past three decades there has probably been more cooperation between government agencies and state and federal agencies than with other closely related local agencies, such as local school systems.**

Regardless of the zeal and dedication of municipal officials in providing recreation and park programs, facilities, and services, it is clear that few if any park and recreation agencies will ever be able to provide a complete and functional leisure - services program without the strong, willing, and continuing cooperation of the local school system. It has been said that, "America's best recreation and park programs exist in communities where city and school jurisdictions complement and supplement leadership, program, facility, and service resources in a warm and closely related team relationship" Certainly the principle of community efficiency and economy substantiates this statement.

In our large metropopolitan centers, it is doubtful whether a single jurisdiction should or can be expected to adminster all public recreation and park services. George Hjelte, long time national leader in the park and recreation field, and for many years General Manager of Parks and Recreation for the City of Los Angles, states this position most succinctly:

"No single agency can be expected to administer all of the public parks and recreation facilities in the metropolitan city. Inevitably there will be a park or recreation department of the municipal government, usually one with consolidated park and recreation functions. Such an agency will of necessity be limited by city charter or by legal interpretation to the operation of properties of which the city has title. Additionally, the school district or districts will permit school buildings and grounds to be used for recreational purposes with much, if not all, of this program directly under school administration and financed from school funds or conducted on permit by community-serving agencies.

The provision of neighborhood playgrounds cannot be complete according to any reasonable standard in any large metropolitan city unless the school grounds complement the municipal park and recreation centers. Parks and recreation centers will always be fewer than schools within a city."

Urban growth continues to bring increased social problems to cities, suburbs, and also to non-metropolitan centers. Soaring taxes and the burgeoning cost of local public services have encountered greater taxpayer resistance. The schools who have for years had nearly automatic support of their programs and fund campaigns are now feeling the sting of taxpayer revolt. **There has never been a better climate for cooperative, coordinated school-community action at the local level.**

It is true that progress has been made in recent years toward the development of effective local park-recreation-school relationships. However, there is still only token cooperation in many, many communities for one reason or another.

NRPA's **Recreation and Park Yearbook** of 1966,, reflected some very significant statistics:

— Only one percent of the new park and recreation agencies established since 1960 operate under the auspices of a school system.

— Less than five percent of the total park and recreation programs in the United States are school sponsored.

— The use of school areas for recreation has almost doubled since 1960.

— Indoor recreation programs under agency supervised leadership were conducted regularly in more than 22,000 different indoor locations, two-thirds of which were located in school facilities. While this is a high percentage, it only represents usage of about 15% of the school buildings in the United States that could be used to some extent for recreation purpoes.

Influencing Factors

Probably the most influential factor in the renewed efforts to expand school-community recreation and park cooperative effort to every community is economic. City, county and state government officials are faced with an increasingly difficult task: Getting the biggest return for tax spending. Ways must be found to avoid duplication of effort and expenditure, to achieve multi-use of resources, and to involve, in cooperative-coordinated planning, all agencies connected with recreation services in the community. Public demand continues for expanded and improved park and recreation services in spite of the rising cost of land acquistion, construction, and maintenance. The influx of people into urban centers and the limited space and facilities available for recreation have created a burden on the municipal agencies, youth-serving groups, churches, private clubs and commercial enterprises which bear the greatest responsibility for responding to public demand for recreation, park, and cultural services. Something must be done to redistribute the burden and to increase output.

Federal assistance programs have become an important factor influencing expansion of school-community recreation and park cooperative efforts. For example, HUD requires every agency applying for a grant to have a system of priorities to insure that the agency is doing everything possible within its own power to accomplish its goals. So, before a grant is awarded, HUD requires answers to the following:

1. Is the community using its school sites to best advantage?
2. Is the community proposing combined school-park acquisitions so as to acquire land in large blocks at low cost and most efficiently?
3. Is the potential grantee making multiple use of all available public lands and waters?
4. Is the community seeking to coordinate its activities so as to achieve a better packaging of the public requirements; for example, do the road engineer, the educator, the planner, the city manager, the tax assessor ever meet to consider how best they can make a common cause?

The Bureau of Outdoor Recreation and its Land and Water Conservation Fund has as one of its most important criteria in considering its grant proposals: Does the project have the cooperative effort of all segments of the community?

Some of the planning requirements for obtaining federal grants for the Open Space Land Program include:

1. A program of comprehensive planning for the urban area must be in effect.

2. The proposal for open-space land must be important to the execution of a comprehensive plan for the urban area. If such a plan has not been completed, an application may be approved on the basis of a comprehensive plan for the locality within which the open-space land is situated.
3. The open-space land proposal must be reviewed by other public bodies which have responsibilities for comprehensive planning and related phases of the open-space program.
4. Evidence must be submitted showing that a maximum of open-space land is being preserved by the governing bodies with a minimum of cost through zoning and sub-division regulations, **use of existing public land,** special tax provisions, and continuation of appropriate private use of open-space land through lease-backs, easements, and similar arrangements.

Both the federal and state planning and grant-in-aid funding programs require cooperative-coordinated effort among all related community agencies, **including the schools.**

The President's Council on Physical Fitness has suggested that the real solution is to fully utilize the existing recreation resources and opportunities we have. *This Council has pointed out that* our tax supported schools house about one-half of the sports and recreation facilities in the country, but they are open less than one-half the hours in a day, and less than one-half the days in the year. They also employ trained leaders for only nine months a year. This situation presents a serious problem because if these excellent resources of the schools were utilized full time it could make the difference between inadequate services and services which will meet the needs, interests and demands in all communities. There is a growing recognition of the public's right to use the schools at times that do not interfere with normal school programs - evenings, weekends, and summer months.

The Report of AAHPER's Second National Conference on School Recreation in November, 1962, entitled, **Twentieth Century Recreation Re-Engagement of School and Community** adds strong support to this premise that school facilities should be used extensively for community recreation. Five specific points contained in this report are of interest to park and recreation officials in presenting a case for expanded school-community recreation and park operations:

1. School facilities should be utilized to the maximum to serve the recreational interests of the entire community.
2. These interests should reflect the choice of pupils of the school population, other participating citizens, and cooperating community organizations.
3. School-community recreation programs should be scheduled at times and places most desired by, and suitable for, those participating (i.e., after school, holidays, evenings, and weekends).

4. Local boards of education should adopt and interpret policies to provide these services and **instruct their superintendent of schools** to carry them out. This includes announcement and interpretation to the community at large, and to other school personnel.
5. To best serve the widest public, it is strongly recommended that the **local public recreation agency be given top priority** in the allocation of time for community use of facilities.

To expand school facility operations and use means to expand spending. Park and recreation departments must be prepared to pay their "fair share" of the costs incurred with expanded use. The schools can certainly provide some essential facilities for community recreation and park services but the park and recreation departments should shoulder the major responsibility. An effective recreation and park department will provide many different kinds of facilities, such as neighborhood, community, and regional parks, swimming pools, spray-wading pools, tennis courts, sand play areas, creative play equipment, and ball diamonds. Both agencies have important responsibilities for providing adequate areas and facilities in the community setting, and the need is for a program of cooperative-coordinated planning and action between the two to provide for maximum taxpayer services for the most reasonable taxpayer expense.

Organization - The Essentials

Park and recreation programs, facilities, and services, will be made more efficient in proportion to their coordination with total community planning. The platform prepared and adopted by the American Recreation Society, American Association for Health, Physical Education, and Recreation, and the American Association of Group Workers, appearing in the Athletic Institutes' "Essentials for Developing Community Recreation" includes twenty important principles necessary to effective community planning and organization of recreation and park services. Nearly half of these either refer to or are supportive of the establishment of school-community recreation and park cooperative action. The principles are as follows:

1. A program of recreation should be provided in every community rural and urban, for all people - children, youth and adults.
2. Opportunities and programs for recreation should be available twelve months of the year.
3. The program of recreation should be planned to meet the interests and needs of individuals and groups.
4. Education for the "worthy use of leisure" in homes, schools and other community institutions is essential.

5. Community planning for leisure requires cooperative action of public and voluntary agencies including civic, patriotic, religious, social and other groups which have recreation interests and resources.
6. A recreation plan for the community should result in the fullest use of all resources and be integrated with long-range planning for all other community services.
7. Wherever possible, Federal, state, and local agencies should correlate their plans for the planning, acquisition, and use of recreation facilities.
8. Recreation facilities, public and private, should be planned on a neighborhood, district, and regional basis to provide the maximum opportunities and services for all age groups.
9 Local planning boards, recreation commissions, boards of education and park boards should cooperate in long-range planning for the acquistion, development and use of recreation facilities.
10. Schools should serve, as adequately as possible, the education-recreation needs of pupils and be planned so that they will be efficient centers for community use.
11. Parks should be planned, wherever possible, to include facilities for sports, games and other recreation activities which are suitable for children, youth, and adults.
12. Recreation personnel should have professional training and personal qualifications suited to their specific services.
13. Civil service and/or state certification procedures should be adopted to insure the employment of professionally trained and qualified personnel in public recreation programs.
14. Each agency, organization or group which has recreation functions and facilities should employ an adequate staff of qualified personnel to meet its share of the community needs.
15. Professional associations and societies on national, state and local levels should cooperate in establishing and improving professional standards and in achieving the objectives of recreation.
16. Every state should create necessary and appropriate enabling legislation which permits every community to plan, finance and administer an adequate public recreation program.
17. Public recreation programs should be financed by tax funds under a department of the local government.
18. Adequate financial support for the recreation services rendered by voluntary agencies should be provided by contributions.
19. A fundamental and continuing obligation of all responsible agencies is to develop a public awareness of the social significance of recreation by interpreting its needs, services and opportunities.
20. Recreation services, actual and potential, should be evaluated continuously in terms of their contributions toward enriching individual and community life.

This booklet further spells out the real essentials for not only developing but also sustaining an effective local public park and recreation system:

1. **Know Your Community . . . And Plan**

   "Before a recreation program can be initiated or expanded intelligently, it is necessary to know the character, distribution of population, the traditions, interests, needs, problems, and resources of the community."

2. **Pool Your Resources**

   "Everyone in the community must work together to derive full use of **all** the potential assets. There must be close cooperation and coordination between all public and private agencies if a community is to meet the interests and needs of all its citizens. Every citizen and every agency, public or private, has a stake in developing proper facilities of recreation."

3. **Check Your Legislation**

   "Determine what legislation you need and what you have, and then, if necessary, work to get laws that provide an adequate legal base. Authority to develop public recreation depends upon state and local laws."

4. **Establish A Legal Managing Board**

   "If recreation is to be provided for the public at public expense, there is need for a legally constituted, officially appointed or elected board which shall govern and have responsibility for the operations. If the state enabling legislation permits it, such responsibility can be given to a recreation commission or board with representation from perhaps the school and park departments, or the responsibility delegated directly to the school board or park department."

5. **Get Good Leadership**

   "Insist on a trained, full-time executive, responsible to the board and on-the-job the year-around. Choose subordinate leaders with equal care on a basis of qualifications and training. Select and use competent volunteers within this framework of professional leadership. Utilize recreation aids and allied professionals."

6. **Make The Most Of Existing Facilities**

   "In every community in the United States there are public and private properties lying idle that can be made available **immediately** for recreational uses with a small amount of effort and with little or no expenditure.

   A mere casual survey will prove that there are municipally owned schools, parks, playgrounds, buildings, vacant property, water areas and other facilities available but not utilized to their fullest extent. Among the types of privately-owned properties are churches, settlements, warehouses and vacant lots which often can be utilized for specified recreation uses under reasonable control and supervision. The development of existing facilities always should be done with foresight of total community needs. Long-range plans should provide for facilities strategically located to serve all areas of the community. An immediate step toward more complete provision for community recreation is to make school facilities available for leisure use **after school hours and during weekends and vacation periods.** Most school buildings have natural facilities for indoor activities as well as adjacent playgrounds and athletic fields. These buildings are so situated that there is at least one of them within a half mile of most urban homes and within easy travel distance in most rural areas. **Some gymnasiums, music rooms, shops, auditoriums and playgrounds should be made available for public use.**

The way is open and the time is certainly ripe for school boards and public officials to meet an obvious need in their communities by direct action.

Several years ago the Assistant School Superintendent of Minneapolis, Minnesota, in a drive to open up that city's schools for recreation issued a statement that caused even the smallest taxpayer to take notice. He stated:

Minneapolis has a total of ninety-four school buildings, valued at $35,000,000, that are in actual use about nine months of the year, twenty days a month, five days a week and about seven or eight hours a day.

In short, at a minimum calculation, this vast equipment is in actual use only 15 per cent out of each year.

Why, he added, can't a part of these buildings be developed as community centers to provide a greater return of service to the people than they are giving now?" **See Appendix for recent Minneapolis case study.**

7. **Secure a Separate Budget**

   "The only sound method of financing a community recreation program is to obtain a definite, adequate amount of public funds through special tax levy or other public appropriations, earmarked for the sole purpose of recreation."

8. **See That Your Program Is Community-Wide, Year-Round, and Has Broad Appeal**

   "By its very nature, community recreation must have a **wide** and **varied** program. In order to be effective and permanent it must eventually include indoor and outdoor activities, sports, athletics, games, music, arts, crafts, drama, nature lore, lectures, forums, social recreation and other community events. The **interests and needs of all the people must be recognized."**

9. **Maintain Public Partnership**

"In order to maintain public partnership and win the support of of entire municipality, community recreation must keep popular opinion abreast with its program. This can be accomplished only if the citizens are informed of all the "whats?", "wheres?", "whens?", and "hows?" of the program. The local director must develop an enthusiastic public relations and publicity program, using all available media as a means of interpreting and "selling" his product. A casual glance at any successful business venture teaches lessons needed in community recreation development."

10. **Plan For The Future**

"Every progressive American city or town plans for the future. Streets and highways are charted before they are paved, water and sewage systems are planned before homes are constructed, sites are reserved for new school buildings, selected areas are reserved for future residential districts, in short, every detail concerned with the physical growth of a municipality is planned in advance.

Closely associated with and interwoven into long-range municipal planning, must be long-range recreation planning—planning that includes not only the physical facilities but program, leadership and finance as well.

In long-range planning for physical facilities, care must be exercised not to plan buildings and other facilities without regard to their future usefulness. That indicates the first consideration must be given to **functional planning**. In this connection, certain leading questions should be asked.

1. Will the planned facilities provide recreation outlets for all the citizenry?
2. Are the locations of the selected sites desirable in view of:
   (a) Residential expansion? (b) Selected school sites?
   (c) Accessibility? (d) Population trends?
   (e) Public safety? (f) Public health?
3. Are the facilities being planned attractively in order to encourage a desire to participate?
4. Has an expansion or development priority schedule been established which indicates the order of urgent recreation requirements?
5. Are buildings and facilities being planned for multiple use?
6. Are there adequate plans for the maintenance and operation cost of facilities?
7. Are the personal comforts and services of the participants being planned for?

"Present-day needs and desires make it necessary for the schools of tomorrow to be recognized as sites for recreation. Careful planning must be done to insure that school buildings and grounds are designed to serve the varied recreation needs of all ages during the entire year. Some communities already have made such provisions and have found that it is practical and, further, that it fosters a school-community relationship that is wholesome to the lives of children, youth and adults. While more and more is being done about utilizing schools for recreation, there is still, nevertheless, much to be done in planning wisely for the future.

School planners and designers **must** recognize that community recreation is a major function of all future buildings and grounds and that it cannot be regarded as merely incidental to the educational program. School and recreation planners must cooperate to develop a plan of operation that will not disrupt the regular school program, and at the same time, plan to allow for the maximum utilization of schools for community use. This means that facilities must be planned for multiple use, entrances, exits, toilet facilities, heating control, lighting control, locker rooms, shower rooms, gymnasiums, cafeterias and storage space must all receive special consideration in the plans to eliminate excessive costs of operation. **The future recreation needs can be met economically, but not without the cooperation of our school planners."**

Obstacles

It appears that the time is right for the development of expanded school-community cooperative efforts to advance recreation and park programs, facilities, and services. There have been and still are many problems which hamper this cooperative effort. Lack of funds for maintenance, staffing, and adaptations of schools for community recreation programs are some of the restrictions. Fear of vandalism and theft by outside groups has made school officials overprotective of the school plant. Excessive and often arbitrary fees and charges by school officials have discouraged use of school facilities. Conflicts have arisen in liability and maintenance responsibilities, in scheduling and sponsorship of activities, and in determining those activities allowed on school property. But the major obstacle has been and is now the lack of cooperation and support from top school officials for a number of reasons including: Independence, lack of respect and appreciation for the park-recreation agency role and capabilities, suspicion that the park-recreation agency is intent on "taking over". There has generally been a lack of real communication between the two agencies plus the lack of participation in each other's activities to gain the proper appreciation needed for cooperative support, individual personality differences on both boards and professional staffs, hearsay, and/or a "bad experience" with school-community recreation and park cooperative effort in another community. These are some of the major obstacles which continually stand in the way of progress. **They can**

only be solved if the principal officials of both agencies realize the great importance and need for cooperative-coordinated action to better serve the community, are interested in and willing to sit down together to develop an effective cooperative program, and then ultimately commit themselves to building the mutual understanding and respect at all levels of the administrative structure necessary to insure success.

Guidelines

Certainly, providing improved community services at the most reasonable cost is the goal of both the school and the park-recreation department. In a very real sense, the planning and efforts of both are, in the final analysis, directed toward indentical achievements. Both should recognize that they are nothing less than partners from whose separate labors come the benefits of community services. Too often, however, those concerned with education or recreation, speak of community interest in terms of the goals or achievements of their own special service. Each sees its own contribution but either fails to recognize the role played by the other local governmental unit or sees it as a competitor. Suspicion, or at the extreme, hostility obstructs the achievement of community goals. In fact, aloofness on the part of an agency severly limits its capacities within its own principal program area.

The first step in achieving this cooperation is clarification of the existing interrelationships between the two, recognition that independence **is not** as real as it appears and finally that meaningful cooperation means the achievement of structural interrelationships. The two must be brought together at the policy-making, administrative, and staff levels. **The primary stimulus toward a good working relationship must develop among the top administrators, particularly the superintendent of schools, the city manager, and/or the director of parks and recreation.** Important techniques for bringing about cooperative action are:

1. Frequent staff meetings with counterparts in the respective jurisdictions. Remember, if there is no responsible agreement between key persons on the respective staffs, there is little hope that any suitable or lasting working relationships are possible.
2. Top and middle staff influence with their own department and division personnel in developing a cooperative orientation. At the same time, the key administrators must try to influence the elected officials and community groups in their respective jurisdictions.
3. Appointment of representatives of each agency to each other's advisory commissions, councils, committees, is another useful approach.
4. Informal meetings of the two boards regularly.
5. The hiring of administrative personnel on a joint financing basis is also a helpful practice.

The development and maintenance of mutual understanding and respect at all levels of the administrative structure and the exchange and coordination of information regarding mutual services and areas of cooperation is imperative if there is to be a successful and lasting working relationship. This need for continuing communication between the two agencies cannot be understated. Policy-making, operational cooperation and relevance can be achieved only when policy-makers, administrators, and staffs are brought together on a regular, systematic basis. In this way, then the objectives, programs, and services of both agencies which have a bearing upon cooperative efforts can be brought to the attention of the appropriate officials of both agencies. This is important in anticipating and determining common problems so it is possible to work out effective, cooperative solutions.

Establishing a sound working relationship should begin with formal contact between corresponding officials, beginning with the top administrators of both agencies. This should lead to regularly scheduled meetings of both boards and top professional staff to discuss areas of mutual interest and concern. An excellent approach which has proved instrumental in creating and maintaining an effective cooperative program is the appointment of a special committee composed of board and staff members plus citizen representatives of both bodies to meet on a periodic basis. The following is an example of the composition of such a committee and its joint considerations:

Joint School-Community Recreation and Park Planning Committee

1. Establishment of a Joint Planning Committee to include possibly:
   - A. School District - Superintendent or Assistant, Board Chairman or member, Director of Health and Physical Education, Director of Activities, Supervisor of Maintenance, Chairman of P.T.A.
   - B. Park and Recreation Agency - Superintendent or Assistant, Board Chairman or member, Director of Programs and Services, Supervisor of Maintenance, Chairman of Community Recreation -Park Council.
   - C. **Others** - attorneys, planners, city manager, city council members, school principals as appropriate.
2. Joint employment of architect and landscape architect to assist with preparation of master plan for each joint building and site.
3. School and park-recreation administrative staffs determine the school-community programs and services to be provided for on a maximum year-round use basis.
4. School and park-recreation adminstrative staffs determine site and building area needs and work with landscape architect and architect in developing master plan for submission to Joint Planning Committee to review and approve. This should include an integrated master plan with a detailed cost analysis.
5. The Joint Planning Committee should then review the plan and determine:

   - A. Areas of responsibility for programming, separate and joint.
   - B. Areas of responsibility for development and expenditure of funds.
   - C. Areas of responsibility for maintenance and operation costs.
   - D. A budget plan for the two agencies.

6. This should then be submitted to both boards for approval and implementation.
7. **Alternate for indoor facilities** - the planning should be accomplished by the agency involved with consultation with and approval of plans by other agency if there is coordinated use planned.
8. A clear and concise definition of the school and park-recreation areas should be used as a basis for legal boundary lines as well as for the consideration of expenditures for each agency.
9. Joint development and maintenance considerations.
   - A. Develop and maintain own area, with no separation between area sites.
   - B. Maintain total area during time of use.
   - C. Share maintenance of total area as approved by both agencies.
   - D. Share development of total area as approved by both agencies.
10. **For Clarification:** The "school area" is the site where the school building is placed, and such developed areas as will principally be used for school purposes. This generally includes: hard-surfaced wet weather play areas, the elementary play and apparatus area, a portion of play and apparatus area for older children, some playfield sections, and landscape features. The "park area" would contain all the facilities and playfields which are principally used by children and adults during off school hours and vacations. This generally includes: spray-wading pool, small children's play area (sand box area), area for older children, playfields including standard little league baseball, Pee Wee football, and adult softball facilities, tennis courts, (junior and senior high joint site preferably), swin pool year-round type if possible (centralized location - junior-senior high joint site preferable), family picnic area, horseshoe, shuffleboard and handball courts, shelter-comfort station, landscaping.

This joint committee should meet whenever the two top administrators think it necessary. Contacts between the two chief adminstrators should be frequent and on an informal basis. Together, they should establish regular lines of communication among their staffs so that cooperative action can be a smooth working operation. Department and division heads should be encouraged to meet frequently with their counterparts. Other ad hoc groups from both agencies should be jointly appointed by both administrators to investigate other specific areas where cooperative effort and joint action seem appropriate.

The first and foremost area where there needs to be cooperation is **planning.** It is the key to the many other areas of cooperation such as: joint land acquistion, joint design, construction, use and maintenance of areas and facilities, joint purchase, use, and maintenance of equipment and supplies, joint program planning, scheduling of and sponsorship of activities, joint capital financing and operational fund support including fees and charges, joint leadership and supervision, joint organization and involvement of the citizenry, and last but not least, joint public interpretation of this "stretching of the tax dollar", pooling of resources, and providing for cooperative effort to give the best services possible at the most reasonable cost to the individual taxpayer. Planning is a cooperative process in which all agencies and groups directly concerned with park and recreation services must share. There is simply no way a park and recreation agency can provide the needed programs, facilities, and services without cooperative-coordinated planning with the schools. Remember, joint planning is the key and a **Joint School-Community Recreation and Park Planning Committee** representative of both bodies is the instrument to achieve it.

Dr. Sal J. Prezioso, President of the National Recreation and Park Association, has stated many times that:

> "No community should undertake the planning or construction of new facilities until the use of all present public facilities are utilized to their maximum. And when building new schools make certain they are planned and developed so as to lend themselves for both education and community recreation use. This is not only best for the economy of the community but also represents community cooperation, and democratic action at its best."

The Joint Planning Committee should pave the way for the development of a joint agreement or contract clearly outlining all areas of responsibility. This formalized agreement insures continuous commitment and coordinated action while eliminating both potential and actual conflicts. If this school-community recreation and park cooperative working relationship is to be truly successful and effective any joint arrangement, agreement, and/or contract **must be a formal written document.**

There are agencies that conduct their relationship with the schools purely on an informal, verbal basis, and it is true that some of these have developed a very effective working relationship. But, this is the exception not the rule because informal agreements have some real disadvantages:

1. Verbal agreements are easily and sometimes conveniently forgotten.
2. People have personality clashes, change their minds and it's much easier to break an informal verbal agreement.
3. Persons involved leave and replacements are often unaware of agreements when they are not written and recorded.

4. Verbal agreements may represent expedience, and lack of legality and liability, whereas a written agreement by its very nature requires much more thought, study, consideration of the advantages and disadvantages, and real planning because of its being a legal, binding document.

The written cooperative agreement should clearly define the terms of the agreement. It should indentify the parties, explain the conditions or statement of purpose for the agreement, specify the length of the agreement, and contain in the most specific terms the responsibilities and liabilities of both agencies. This is the overall written agreement which spells out and officially establishes the cooperative working relationship between the schools and the park and recreation agency. **See Appendix for case studies, sample agreements and layouts.**

Additionally, there is need for **a written agreement for each area of cooperative effort.** These contractual agreements should include:

1. The intent and purpose of the agreement.
2. The authority and responsibility of both parties in specifics.
3. Statement of areas and facilities to be planned, acquired, developed, used, programmed, and maintained.
4. Statement of program activities and services to be offered by each party, including scheduling and maintenance responsibilities.
5. Use priorities.
6. Staffing and supervision.
7. Financial arrangements and responsibilities.
8. Standard operating policies and procedures including specifically the handling of problems.

The development of mutually acceptable written agreements outlining the nature, scope, and responsibility of each agency is absolutely necessary if cooperative action is to take place. These formal agreements will create an atmosphere of positive understanding and joint commitment, minimize friction, ill-will, omissions, duplications, and lack of friendly cooperation among both agencies, boards, staffs, and citizens group.

Both agencies must always keep in mind that cooperation is a two-way street and that their cooperative efforts will result in mutual benefits for both agencies and even more important, the public being served.

> "School areas and facilities represent a major capital investment, and modern needs point to the urgency of using and planning these facilities for community recreation purposes. The public schools belong to the people, so do parks, libraries, and other public recreation properties. It is to the best interest of taxpayers and the rest of the public to coordinate, integrate, and consolidate public facilities when basic functions are not incompatible".

What Are The Real Benefits

For the Schools:

1. Provides for maximum use of their areas and facilities by a maximum number of community people thereby demonstrating to the taxpayer that the school facilities paid for by them are truly for their benefit 365 days and nights per year instead of the previous 180 days only. This can be a valuable stimulant when there is need for new capital financing or budget increases which are dependent upon taxpayer support and approval.

2. Avoids senseless and costly duplication of areas, facilities, personnel, programs and services.

3. Provides for a park-like, more attractive physical setting for facilities.

4. Provides for expanded, expensive areas and facilities not obtainable separately (examples are: neighborhood, community, and regional parks, indoor and outdoor swim pools, tennis courts, golf courses, ball diamonds).

5. Provides for better and more economic maintenance of areas and facilities.

6. Provides for a real "community curriculum" through enhancement of the carryover value of the school curiculum to the entire community.

7. Provides the maximum return on the tax dollar.

8. Provides a focal point for community education, recreation, and living.

9. Provides for the planning, organization and conduct of a broader, more diversified program of services for more people (examples are: adult sports programs, teenage center programs, senior citizen clubs, pre-school programs, etc.).

10. Provides for more overall community organization, involvement, efficiency and development.

11. Provides for broader, more effective public interpretation and promotion of school-community recreation and park objectives, programs, facilities, services, and needs.

These same benefits apply to the park and recreation agency.

Basic Considerations

The development of a cooperative working relationship between the schools and the park and recreation agency is a local community consideration. Each community's recreation and park programs and services must be geared to its own needs, interests, and resources. What methods of cooperation may be successful in one community may fail in another. There are some **basic considerations** which have been found useful in school-community recreation and park cooperative programs.

1. **Factors Contributing to Cooperation**
   - — effort by both parties to cooperate
   - — understanding of common objectives by both agencies
   - — effort to cultivate good personal relationships with all school personnel
   - — public desire for the community use of school buildings
   - — employment of school teachers on the recreation staff
   - — sense of joint participation in meeting a joint community responsibility
   - — careful use of school facilities by recreation department
   - — understanding by the two administrators of each other's problems
   - — clear definition of policies
   - — emphasis on qualified personnel that is acceptable to school authorities
   - — giving credit where desired in public relations
   - — reputation for upholding agreements to the letter
   - — extra good care of property
   - — having an administrative channel for cooperation
   - — joint participation in planning new facilities
   - — immediate action on all complaints
   - — full acceptance of school board rules and regulations

2. **Difficulties That Threaten Cooperation**
   - — buildings not planned for recreational use
   - — poor understanding of recreation by some school people
   - — janitors
   - — inadequacy of school facilities even for their primary purpose
   - — inadequacy of funds for the employment of sufficient qualified leadership
   - — lack of proper care in use of buildings
   - — peremptory cancellation of programs for school affairs
   - — red tape in scheduling facilities
   - — lack of coordination at the policy-making level
   - — "No smoking" rules
   - — changes in the membership of policy-making boards

- fear by school officials of being overburdened with requests
- difficulty in scheduling and obtaining schools
- arbitrary establishment of fees often considered excessive
- overprotecting of facilities by school officials
- lack of communication between school administration and user groups
- friction between user group and custodian
- poorly designed schools insofar as community activity is concerned
- need to educate educators to fact that schools do not belong to them but to the community

3. **Effective Procedures for Solving Difficulties**
   - use of conferences and discussions among all interested parties
   - planning new schools for community use through joint action
   - good public relations to secure understanding
     with people in the neighborhood
     with board of education members
     with school people (including janitors)
   - quick repair of damages and settlement of complaints
   - working directly with co-sponsoring school departments
   - precheck and postcheck of premises with janitor
   - clear working definitions of education versus recreation
   - appropiate use of each facility - avoidance of abuse
   - increase in the recreation budget
   - working through the PTA's
   - joint sponsorship of activities
   - proper leadership and complete coverage of school properties
   - use of school personnel in leadership positions
   - use of "lighted school" advisory councils
   - advance planning of all activities affecting the school program
   - reciprocal arrangements for use of properties
   - determination of need on a scientific basis
   - establishment of a clear agreement on policies
   - observation of recreation programs by school people
   - organization of a school-city coordinating recreation committee for maintaining proper supervision
   - proper involvement to initiate and develop continuous planning relationship
   - gain respect and cooperation through:
     employment of professionally qualified personnel
     maintaining proper supervision
     establishment of and inspection of facility procedures
     scheduling facility for community use as early as possible
     efficient operation

- — it is best to initiate procedures directly with the top authority with anticipation that their policies will be implemented by other echelons of the agency (school or park and recreation department) personnel
- — that both agencies develop written policies to spell out the rules and regulations governing the use of properties on a reciprocal basis. Charges and fees should take the reciprocal process in mind.

4. **Charges and Fees**

Generally charges are made to park and recreation authorities to defray the utility costs and special custodian services. When custodians are on regular duty at the time the department utilizes the school building special custodian costs are eliminated. It is felt that the routine maintenance cost for clean-up of the building is off-set by the park and recreation maintenance cost involved in the preparation and clean-up of city recreation facilities used by the schools on a reciprocal agreement basis. Park and recreation departments should expect to pay "out of pocket" costs incurred by the departments' use.

5. **Accident Responsibility**

Liability responsibility for accidents on school property when in use by park and recreation departments is somewhat confused. In general responsibility would depend upon the cause and nature of the accident. If the accident is due to faulty facilities the school board may have to assume the responsibility. On the other hand if due to leadership negligence the department may be considered legally responsible.

6. **School building construction suggestions for community use.**

A. Outside entrances to wash rooms, cafeteria, auditorium, gymnasium, library, shops or any other special facilities. Also an arrangement whereby inside doors can be locked securely when outside entrances are in use and access through building is not desired. Separate buildings for auditorium and gymnasium are desired.

B. "Cut offs" (fire door or folding gates preferably on first floor) so that cafeteria, gymnasium, auditorium and classrooms as needed can be heated and used separately.

C. Folding gates or suitable arrangements that will prevent access to the entire building when only a portion is needed.

D. Moveable tables and chairs in cafeteria and class rooms which are used for community purposes.

E. Storage space for recreation supplies, games and equipment — in the form of extra closets in class room or a separate storage room, conveniently located.

F. Softwood floors on auditorium stages, dressing rooms and storage space arranged in a practical manner for drama presentations.

G. Arts and crafts with running water, work tables, good lighting and storage closets or cabinets.

H. Entrance lounge and check room.

I. Office space for the staff of large centers.

7. **Site Suggestions - Consider Thoroughly**

A. Relationship of the site to other areas and facilities in the total school-community recreation master plan.

B. Nature of the population to be served by this site.

C. Type of program to be conducted at each particular site.

D. Location of the site.

E. Potential for the development of areas for special uses in various seasons of the year.

F. Cost of the site.

G. Accessibility of the site.

H. Function and beauty of the site.

8. **Final Considerations**

A. Education year-round - twelve months use of the schools for education is just beginning but will become a prevalent practice in the years ahead. Park and recreation departments cannot afford to rely too heavily upon school facilities for recreation and park services.

B. Simply because "park-schools" are a desirable modern method of planning is no justification for their existence in every instance.

C. School teachers are not necessarily qualified for recreation program leadership. There must be an effective training and orientation program for them to insure proper understanding, appreciation, and support of recreation philosophy and leadership practices.

D. Cooperation is enhanced where there is comparability among the two agencies' staffs in: Professional qualifications, salaries, benefits, etc. Comparable salaries and benefits have often times had an important effect on the working relationship.

E. Primary to any working relationship between the two agencies should be acceptance and support of the premise: "What is best for the total community?" Both should always strive to provide for the community's interests and needs in the most practical and reasonable way possible both separately and jointly.

F. Citizens groups such as community-wide Recreation and Park Councils, Neighborhood Recreation and Park Committes, working with the park and recreation board can often bring about the necessary cooperation with the schools better than the professional staffs who tend to protect their own separated and vested interests. The citizens' role is very important in achieving the full cooperation of the schools as well as other tax-supported agencies. Be sure to stimulate and mobilize park and recreation citizens' groups to assist in achieving this and other cooperative-coordinated community action.

These basic considerations are further supplemented in the Appendix with case studies, sample agreements, and layout examples. Together, they represent some effective methods, procedures, and information to aid in the advancement of school-community recreation and park cooperative action in every community and area throughout the nation.

Conclusion

The pressures of increased public demands for more and better recreation and park services continues. Yet, there is a definite squeeze on the tax dollars to deliver these needed services. The need for cooperative-coordinated community action involving all agencies concerned with social betterment is imperative if changing communities are to solve their basic problems. Park and Recreation agencies must provide dymanic leadership and effective community-wide services in the years ahead, and much depends upon the quality of that leadehship.

There is no more critical relationship problem facing the park and recreation field than the relationship with the schools. Especially is this true in the smaller communities. The Community-School Movement is growing and schools have become more and more involved in administering recreation services themselves. Park and recreation agencies risk losing their important place in the community setting unless they speak out and act soon. Park and recreation agencies must assume the leadership role in organizing, coordinating, and developing the total resources in the community to provide broad and balanced community services. This can only be accomplished through community-wide organization, involvement, and support generated by strong park and recreation leadership. It must begin with the development of an effective school-community recreation and park cooperative working relationship based upon:

1. Joint recognition of the importance of recreation and parks in the life of the community and acknowledgement of the magnitude of the recreation and park service problem.
2. Joint acceptance that both agencies have a vital interest in as well as major contribution to make toward solution to the recreation and park service problem.

3. Joint realization that a joint approach to the planning, staffing, funding, development, and operation of a comprehensive recreation and park program service will be more effective than any plan which relies only on the separate efforts of either agency.

The need is now - the job is yours!

APPENDIX

CASE STUDY I — MINNEAPOLIS, MINNESOTA

Fall, 1969 saw the beginning of a new operational concept for recreation and social services to people in the city of Minneapolis, Minnesota. The opening of the Charles E. Matthews Neighborhood Center culminated nearly a decade of cooperative planning on the part of numerous public and private agencies.

The neighborhood center concept envisions services will be multiple through the cooperative efforts of such public agencies as the Board of Education, Park and Recreation Board, and private social agencies. These three agencies will provide educational, recreational and social services through a single service center. The park-school, community school, or "lighted school house" concept is not new, nor unique to Minneapolis. Nationwide, parks and schools located adjacent to each other have been a reality for years. Seldom, however, have such developments included a private social agency as an integral part of the neighborhood facility or service concept. The sharing of location and facilities therefore, is an extension of the park-school concept and not only represents the inclusion of an additional agency, but, more important, places major emphasis on program services to residents.

The effort described is a new concept that involves a number of public and private agencies in the planning, development, and operation of a neighborhood center. Each agency uses its expertise to offer a single coordinated effort to provide a new and better pattern of service to people. There are some very obvious benefits from this concept. Joint coordinated planning has spread from this one project to other concerns of the involved agencies. Through coordinated sharing of physical plants, duplication of facilities will be greatly reduced. Too, there will be more economical and efficient use of scarce urban land. This coordinated approach to facilities and services should provide optimum services to neighborhoods and their residents which is the ultimate goal.

The Comprehensive Plan for Neighborhood Facilities

The Minneapolis plan for school, park and social service cooperation for neighborhood centers is predicated on the concept of making services available , as needed, within easy reach of all citizens. Small neighborhood centers built in conjunction with elementary schools would offer services within easy walking distance of all residents, irrespective of age with services geared to the indigenous needs of inhabitants. Recreation, leisure time activities, casework and group-work services, small health and dental clinics were deemed appropriate for this type center. It would also serve as a central gathering place for neighborhood organizations to use for their own functional purposes. Larger community type centers would be located with junior and senior high schools. These centers would serve their immediate neighborhood, but in addition a total community as well with specialized needs of adolescents, young adults, parents and families not easily provided at the neighborhood level. Employment, welfare, legal and family counseling services, adult education courses would be among supplementary services provided. These community centers are distingushed from neighborhood centers by having special facilities for the more mobile in the population and providing facilities which cannot economically be supplied at the neighborhood level alone.

Development of the entire system will be tied to the building programs of the school and park systems. Any private social agency can fill the third slot in the complex team. One of the primary responsibilities of that agency will be to draw other social services into the center program in order to assure the broad range of services needed. The participation of the social agency is made possible by the policy adopted by the Park and Recreation Board.

Plans For Operation

Joint use of facilities and coordination of programs as developed in this project are new concepts to all of the participating agencies. Schools are being designed so that all common use space, such as gymnasiums, multi-purpose rooms, kitchens, and libraries can be reached immediately from neighborhood centers and not require access through other parts of the school. At the close of the school day the neighborhood center staff assumes responsibility for scheduling these school spaces for use. Conversely, during school hours the school staff will have scheduled use of the neighborhood center facilities when such is not needed for their primary purpose. Sharing of facilities has been specifically spelled out in contractual agreements between all bodies. There is to be a coordinating committee represented by staff members from the three primary agencies involved in the joint venture. However, to allow for varying neighborhood needs and program differences there are separate contracts and operational agreements for each center embodying indigenous specifics applicable to each separate operation. The Park and Recreation Board and Board of Education enter into an agreement for lease of school land where applicable and in all cases into an agreement regarding use of their respective facilities. No funds are involved in these agreements. In turn the Park and Recreation enters into a contractual relationship with the private social agency leasing a portion of the neighborhood center to them in accordance with the financial participation of the latter agency in the improvement. Additionally, the private agency is permitted to schedule center facilities when not conflicting with their primary purpose as can the park and recreation agency.

The extent of financial participation of the private agency in the building cost and furnishings is a variable matter. Essentially the Park and Recreation Board determines the size of building it contemplates constructing and assumes financial responsibility for this portion. The affected private agency supplements this basic building with facilities it envisions are required for its service over and beyond those provided by the Park and Recreation Board. Each agency contributes an amount commensurate with its specific percentage of the total building space. This percentage is further extended to the maintenance of the center and each pays its proportionate share.

Experimentation is underway to determine the best operating procedures. In some instances the Park and Recreation Board will contract with the social agency to provide for the entire leisure time services. In other cases the social agency will work under the direction of the Park and Recreation Board or vice versa. In all cases the joint effort assures an effective coordination of leisure time, educational and social services to neighborhood residents.

Not Without Problems

It would be misleading to give the impression this entire process is or was without problems and anxieties. At the outset the endeavor started with a number of autonomous, self-governed agencies each with their individual and traditional patterns of operation. Overcoming the threat of loss of autonomy and identity took a long process of gaining trust and confidence. This was complicated by key staff turnover at various times in the process. In fact, each of the principle agencies to the plan had a change of the top administrative person within the planning period. Boards of Directors changed, with each change bringing some shift in agency priorities. While new persons were becoming familiar with the concept and all of its ramifications, there was the understandable impatience on the part of others to push the project through to fruition.

These problems were overcome. The concept of the park-school-social agency multi-center has now reached actuality. The Matthews Neighborhood Center opened this fall. Two others, Grant and Waite are under construction. Several others are in the planning process. Innovativeness, professionalism, patience, and cooperation will provide a new operational concept for joint delivery of social, recreational and educational services to the people of Minneapolis.

CASE STUDY II — ARLINGTON COUNTY, VIRGINIA

The proposed Thomas Jefferson Junior High School and Community Center is a joint effort of the Arlington County School Board and Arlington County Board. Through cooperative planning and financing, the two agencies were able to design a facility to house academic, civic and social programs and such ancillary services as health and welfare. Joint operation and use of the facility will enable the agencies to realize benefits which would not have been possible through independent action.

Unwittingly, the citizens of Arlington County were instrumental in bringing together county and school officials in this joint approach to providing essential community services. By voting down two bond issues, one from the school board for new school construction and the other from the Recreation Division for new facility construction on a site owned by the County—the citizens forced the agencies to pool resources to determine a more satisfactory approach. The results were a substantial reduction in tax spending and a more comprehensive and functional facility design.

Members of the County Recreation Division and school authorities, principals and planning personnel established a study committee to plan site and facilities development. A major concern was to introduce innovation into the architectural design and progamming. Members of the School Board approached the Ford Foundation with a request for funds to stimulate innovative design concepts and to finance field study to determine current approaches in combining school and recreation areas. Funds were received, and in part allocated to a three-day charrette to review architectural schematics. Six consultants representing both school and recreation perspectives were engaged to examine site plans and to solicit suggestions and comments from the general public and concerned individuals. The consultants prepared a list of recommendations and an outline of necessary changes in the architectural design, taking into account discussions during the meeting and long-range planning needs. As a result of the meeting site plans were almost totally redesigned. The architect then worked with a small committee of recreation and school representatives to finalize new plans and to prepare estimates for eventual bidding.

The 26 acre site for the Junior High School and Community Center is located in a residential area. Outdoor facilities will include a multi-purpose field, tennis courts, basketball courts, passive areas, family picnic areas, tot lots and parking facilities. The school building will include a school within a school module concept with learning centers and activity areas. The Community Center—a canteen, club room, game room, applied arts room and performing arts room—is a part of the main structure. Careful scheduling will permit simultaneous, but separate, use of the facility for academic activities, recreation programs and adult education programs. A major portion of the building is the Controlled Environment Facility—"An acre of June under one roof." There will be direct access to the recreation center which may be used by all residents of the community, preschoolers to senior citizens. There are plans to provide a full-time, live-in custodian so that facilities may be utilized to the fullest extent.

Recreation and school officials are focusing attention on management issues so that school and community programs may run smoothly and with minimal conflict. A management charrette is scheduled to allow consultants and agency representatives to structure an efficient management scheme.

This joint effort has established new communication lines between school and recreation officials. Prior to this effort, school officials did not involve recreation personnel extensively in developing plans for new school construction. Now, recreation division personnel are invited to review design plans and to offer suggestions concerning proposed education facilities. There is a written agreement with school officials that the Recreation Division has first choice for school facility use, after school use.

In general, the attitude of parties involved in joint efforts stimulates success or conflict. Harmony is generally felt between county recreation representatives and school officials and the common goal of progress and innovation has greatly enhanced the cooperation working relationship.

CASE STUDY III — FLINT, MICHIGAN

Community-Wide Cooperation

The recreation service system in Flint has expanded and improved as a result of the cooperation and coordination of the Flint Recreation and Park Board, the Board of Education, the community council, and two private organizations—the Industrial Mutual Association (IMA) which had provided services for Flint factory employees and their families and the Mott Foundation which had employed community school directors in 52 city schools to administer recreational activities at the schools. Members of these organizations realized the benefits of cooperation and coordination to their individual programs and to the community at large. Their current working arrangement allows each organization to complement and expand the program offerings of the others.

A joint City-wide Recreation Commission was apointed and included a representative of the Flint City Commission, the Flint Board of Education, the Mott Foundation, the IMA and the Flint Recreation and Park Board. The Commission acts as an advisory arm which makes recommendations to the parent agencies and coordinates recreational activities in the community. One result of the joint Commission was cooperation in improving and expanding baseball-football facilities in the City. Responsibilities which had previously been given soley to the Recreation and Park Board were divided among all agencies. The outcome was beneficial to the public and parochial schools and to the general community.

Other examples of the benefits of joint responsibilities in staffing, financing and maintenance are expanded senior citizens programs through contributions from local unions and the IMA, the formation of an overall Athletic Commission which coordinates city-wide athletic programs, and expansion and improvement of the City's baseball diamonds through cooperation by the Board of Education, Park and Recreation Board and the Mott Foundation. No new programs were developed independently, pooling of resources and facilities was always achieved.

One important aspect of cooperation was the formation of a Park-School Committee to coordinate he development of 16 park-school sites in Flint. The committee was the result of initial uncoordinated development of a site by the Board of Education and the Recreation and Park Board. The Superintendent of Schools and the Superintendent of Parks and Recreation and members of their staffs made up committee membership.

The Committee took over the development of the park-school site and drew up plans for development which ignored boundary lines between school and park property so that the most satisfactory combination of open space and facilities could be achieved. The Committee also passed a resolution that all future park-school development should be undertaken by the Committee without regard to land boundaries. No other written contract was ever drawn up.

Joint financing made possible the hiring of a second landscape architect to handle the growing demand for development of park-school plans.

A standard developmental pattern has been established by the Committee for park-school development. The landscape architect meets with the community council group and the joint Committee to determine community needs. A preliminary sketch is then prepared by the architect, reviewed by the Committee and council and suggestions are noted. A plan and cost estimates for individual areas of the project are prepared for Committee review to determine financing responsibilities of the school and park boards. The community is also assigned a part of development costs. If the plans and cost assignments are satisfactory, commitments of funds are made by the respective agencies. The architect then draws up final plans which are again reviewed before being submitted for bids.

The park-school committee coordinates the actual construction and financial arrangements, but the community council must participate in the planning and financial design.

There have been many other cooperative project in Flint. In spite of legal documents stating the need for inter-agency cooperation, it is the attitude of the administrators which determines the extent to which this goal is achieved. Coordination is the only way to successful community development.

CASE STUDY IV — SPOKANE, WASHINGTON

Cooperation in the acquisition, improvement and operation of school and city recreation properties in Spokane is achieved through an advisory coordinating committee. The committee consists of two members of the park board and two members of the school board, the superintendent of schools, and the recreation director of the park department. Board representatives on the committee, which was formed in 1945, are appointed by the two board presidents. Area and facility plans are usually initiated by the department executives, but all such plans and projects are submitted to the coordinating committee for review and approval . Their recommendations are then referred to the two official boards for action.

The advisory committee meets on call of the chairman, and the proceedings of the meetings are reviewed at the regular meetings of the two boards by designated members of this joint committee. The superintendent of schools, the city planning engineer, the parks superintendent, and the recreation superintendent work closely in developing plans for the acquisition and the improvement of new areas and facilities.

School properties are designed with the cooperation of the park department in order to provide adequate centers for community recreation outside of school hours. Park playground areas, so far as possible, are located adjacent to schools and are equipped to serve the school as well. Each department purchases the area needed for its specific use. The park board purchases the area intended for recreation purposes adjoining the school site and equips it at its own expense. The school board fully equips the units on its own property, but school areas are usually confined mainly to the building site.

School facilities are assigned to the recreation division of the park department for use outside of school hours under the supervision of the recreation director. Park facilities are assigned to the schools, as needed for school activities, under the direction of the superintendent of schools or his designated assistants.

The cost of this joint operation is distributed as follows: The park department pays for the recreation leadership and janitorial services during the hours such facilities are used by the park department. The schools furnish light, water, heat and other items that pertain to the maintenance and upkeep of the buildings. The equipment used in the conduct of the program for the most part is furnished by the park department, except as the recreation director and the superintendent of the schools find it advisable to use school equipment.

CASE STUDY V — GRAND RAPIDS, MICHIGAN

The desire to construct school buildings that would serve as recreation centers for community groups presented financial and administrative difficulties to the school and city authorities in Grand Rapids, as elsewhere. These difficulties have been overcome, however, and a valid set of agreements have been reached which are yielding beneficial results. They are described by the superintendent of parks as follows:

A specific plan of development is being prepared by the city for each school-recreation area, showing the exact layout and design of the area, clearly defining the "school area" and "city area." "School area" is the site where the school building is placed, and such developed areas as will principally be used for school purposes. Its extent is determined by negotiations between the representatives of the city and the schools and is decided upon for each school. The "school area" generally contains the school building itself, the main approaches to the building, the hard-surfaced wet-weather play areas, the kindergarden play and apparatus area, a portion of the play and apparatus area for the older children, some playfield sections, and landscape features.

The balance of the grounds is the "city area" and contains all the facilities and playfields which are principally used by children and adults during off-school hours and vacation. A clear and concise definition of these areas is very important since it involves the expenditures incurred by the board and the city. These dividing lines are on paper only and do not under any circumstances influence the overall design of the grounds, nor are they visible in any way.

The park-school agreement of the City of Grand Rapids states that the cost of development of the "school area" shall be the responsibility of the board of education and the cost of the development of the "city area" shall be borne by the city. It is evident by this arrangement that the board of education is paying for facilities which are beneficial mainly to the school itself, while the city pays for installations which mainly benefit the general public.

OWNERSHIP AND MAINTENANCE OF LAND

The ownership of land to be used for the park-school plan is divided into three categories, where:

1. The board owns all the land.
2. The city owns the land directly adjacent to land owned by by the board, and the land owned by the board contains the "minimum area" at a suitable location. (A minimum area is five acres for an elementary school.)
3. The land upon which the program is to be conducted is owned by the city, or where the board owns adjacent land which does not contain the "minimum area."

Where category 1 exists, the school board leases to the city for a consideration of $1.00 per annum the amount of acreage over and above five acres "minimum areas." The reason for this is to prevent the criticism that the city is spending capital money on land to which it has no legal rights.

Under category 2, both parties retain ownership rights to their respective parcels.

Under category 3, the city sells to the board sufficient land so it may obtain the "minimum area," the value of the land to be determined by an appraiser mutually agreed upon. These types of ownership seem to be fair and equitable and have so far not resulted in any disagreement. The boundary lines of these parcels, whether leased or owned, are not visible on the grounds and the previously mentioned "school area" and "city area" are not the same as the leased or owned lands.

Under the agreement the city repairs and maintains all areas outside of the building line with the exception of snow removal from school walks. The board of education compensates the city for the repair and upkeep of the areas and facilities located within the "school area." The amount is a pre-determined sum paid annually and is based upon the estimated amount mutually agreed upon and may be changed from year to year.

The "school area" is under the control of the board of education during the hours the school is in session. During all other hours, control of the area is under the city.

This agreement, including the leases, is to endure for a twenty-year period unless changes in the city charter make it impossible, either for the board, or the city, to incur obligations over so long a period, in which case it is to endure over such a period as is legally permissible.

SAMPLE CONTRACTUAL AGREEMENT

THIS AGREEMENT,made and entered into by and between the Board of Education of ...., a body corporate, party of the first part, hereinafter referred to as the "Board" and the city of ...., a municipal corporation of (State) , party of the second part, hereinafter referred to as the "City."

WITNESSETH: That, whereas, the Board is the controlling body of the public school of (City or County), (State) , and does own and operate a certain Elementary School known as ...., Elementary School located in the southwest section of the City, and said school is located on a plot of ground approximately ten acres in size, and

WHEREAS, by reason of the heavy demands existing in (City) (County) as a result of the increasing school population, the Board is required to expand allocations of monies for the operation of schools, chiefly on current operating expenses and the construction of classrooms, and because there is great limitation on funds available for development and improvement of school grounds as parks and well-equipped playgrounds for use and enjoyment of the citizenry, and

WHEREAS, both the Board and the City recognize the extreme need in the area of the City in which said school is located for park and recreation facilities for use and enjoyment of the citizenry, and

WHEREAS, it is the purpose and policy of the City to develop, operate and maintain parks and community recreation facilities, and

WHEREAS, the Board and the City believe that such an arrangement will be of mutual benefit to both parties and will fill a great need in that area of the City and that cooperation between the parties, hereto, wherein the Board will make available the land, and the City will improve same and use it at certain times for directed recreation purposes, will result in a great benefit to the citizens of the City of .....

NOW THEREFORE, for and in consideration of the premises and the benefits flowing to each party, the parties hereto do mutually agree as follows:

The Board hereby leases to the City all unoccupied recreation areas, more particularly shown on the sketch attached hereto, under the following terms and conditions:

(1) The term for which the city may use said premises is twenty (20) years, while it being undtrstood and agrttd to by the partits in writing, that the terms and conditions hereof may be changed or varied at any time, and that the yearly rent shall be the sum of $1.00 per year. It is understood and agreed to by the parties hereto, that, subject to the sale of the property, the City is given the option by the Board to renew this lease for one additional 20-year period, provided written notice of the exercise of said option is given to the Board at least 30 days prior to the end of the lease.

(2) The use and purpose to which the City shall put said premises shall be for park, playground and recreation programs available to the citizenry of the City. The use of said premises by the City shall be limited and restricted to avoid conflict with the use of the premises by the Board in its public education program, and such use by the City shall at all times be in compliance with the policies of the Board and the laws of the State of ....

(3) The Board and the City concur that all development and construction by either party deemed proper for parks and recreation on the premises described herein, shall be made in accordance with an approved site plan and with harmonious use both in the education program of the Board and the recreation program of the City. (NOTE:

a cancellation clause could be included to permit the Board to cancel an area no greater than 100 feet from the school building for school expansion needs. If this is necessary, the Board agrees to remove any semi-permanent structures or equipment installed by the City and to pay the cost of relocating such structures and equipment to other parts of the premises and that this equipment shall remain the property of the City.)

(4) The City agrees to pay the cost of preparing and establishing a turf area, constructing a softball diamond including backstops, a neighborhood-type swimming pool, outside shelter, of planting shrubs and trees, and erecting apparatus and other equipment, and shall assume responsibility for high quality maintenance of this area.

The Board agrees to pay the cost of grading recreation areas and for constructing a parking area and multi-court area in accordance with approved specifications and design plan.

(5) The Board agrees to permit the use of certain rooms in the school building, including the gymnasium, cafeteria, certain classrooms, restrooms and offices and storage rooms, by the City's Recreation Staff for the Community Recreation program conducted under the City's authority. For the use of these facilities, the City shall pay to the Board the sum of $.... per hour for utilities and the sum of $.... per hour for custodial services, except that such charge shall not apply when the school building is in use for scheduled school functions and when custodians are on routine or special school duty. (NOTE: An optional clause may provide that charges for utilities may be eliminated when the City assumes grounds and facility maintenance responsibilities as stated in Item 4 above.)

(6) The City will reimburse the Board for any damage beyond normal wear and tear resulting to the Board's facilities and property during the use thereof by the City, as revealed by the inspection procedure adopted by the Board and City administrators.

(7) The school building and the entire outdoor recreation area will be under the control of the Board during the hours that school is in session, while during off-school hours, control and use will be under the jurisdiction of the City.

This contract is entered into for the purpose of broadening the scope of cooperative use of the various public facilities so that maximum benefit of their use will accrue to the greatest number of citizens without impairment of school facilities.

SAMPLE SWIMMING POOL AGREEMENT

THIS AGREEMENT, made and entered into ...., by and between:

CITY OF ... ., a municipal corporation of
...., hereinafter called the "City",
and
THE BOARD OF PUBLIC INSTRUCTION OF ....,
a body corporate, hereinafter called the "Board",

WITNESSETH THAT: WHEREAS, the Board is the controlling body of the Public Schools of ...., ..., and does own and operate a certain Junior High School located in the northeast section of ...., ..., known as .... Junior High School, and said school is located on a plot of ground approximately twenty (20) acres in size, and

WHEREAS, by reason of the heavy demands existing in the County as a result of the increase in the population of school children the Board is required to expend all of the available monies for the operation of schools, chiefly on current operation expense and the construction of classrooms, and thus is greatly limited in funds which can be made available for the development and improvement of the school grounds as parks and well-equipped playgrounds; and

WHEREAS, both the Board and the City recognize the extreme need in the area of the City in which said school is located for a swimming pool, for the use and enjoyment of the citizenry of said area; and

WHEREAS, the citizens in the area served by .... Junior High School have formed the .... Junior High Swimming Pool Association, and have raised the considerable sum of $........ to help construct said swimming pool and needed appurtenances thereto, and have further agreed to sod and landscape the area around said pool, and to help provide other related facilities which may be needed; and

WHEREAS, it is the purpose and policy of the City of .... to develop, operate and maintain parks and community recreation facilities for its citizens; and

WHEREAS, the City does not have available adequate land for a swimming pool in said area, and is willing to expend $...... for a swimming pool; and

WHEREAS, the Board and the City believe that such an arrangement will be of mutual benefit to both parties and will fill a great need in that area of the City for recreation activities, and that cooperation between the parties hereto, will result in great benefit to the citizens of the community of ...., ...;

NOW, THEREFORE, for and in consideration of the promises and the benefits flowing to each party, and the parties hereto do mutually agree as follows:

1. The Board does hereby lease to the City certain lands at .... Junior High School, ... street, in the City of ...., ..., as more particularly shown and described as Parcel "A" on a sketch attached hereto and made a part hereof by reference, under the following terms and conditions, to-wit:

(a) The term for which the City may use said premises is twenty (20) years from the date of execution of this Lease it being understood and agreed that by mutual agreement of the parties in writing the terms and conditions hereof may be changed or varied at any time, and the yearly rent shall be the sum of One Dollar ($1.00) per year payable to the Board on the anniversary date of this Lease, subject to a right in the Board to cancel said Lease upon payment to the City of its capital outlay on a pro rata basis over the term of this Lease, and the right also of the Ciy to request such payment from the Board on a like basis if it so desires.

(b) The use and purpose to which the City shall put said premises shall be for a swimming pool and appurtenances, available to the citizens of ...., ... The City may promulgate reasonable rules and regulations for the use of said area by the citizens of ...., ..., so as to insure that the facilities are not improperly used, and to insure that the facilities available are not over-taxed by the demands of more persons than can properly utilize said facilities.

(c) The use of said premises by the City shall be limited and restricted so as not to conflict in any way with the use of said premises by the Board in its Public Education Program, and so as not to conflict with any Laws of the State of .... wtih reference to use of School Property.

(d) The City shall operate and maintain the subject swimming pool and appurtenant facilities under its direct control and supervision from the day regular school student attendance ceases in the summer until the day school opens with student attendance in the fall.

(e) The Board shall operate and maintain the subject swimming pool and appurtenant facilities under its direct control and supervision during the regular school term, except that the City reserves the right, at its option, to use and operate the pool when school is not in session. However, so as not to adversely handicap the City in its scheduling of recreation and instruction programs during non-school hours, the said school must furnish the City a copy of its scheduled use of the pool at least one month in advance of all such use by said school.

(f) The City shall pay all operating and maintenance costs of the pool and its facilities when under the control or operation of the City, and will pay a pro rata share of the current expenses for the operation and maintenance of the pool during the period when said pool is under the official control of the Board.

(g) The Board shall pay all operating and maintenance costs of the pool and its facilities when under the control or operation of the Board.

(h) Representatives of the Board and the City shall examine the condition of the pool and its related facilities when operational control is changed, and note any damage thereto in excess of normal wear, which damage shall be fixed by the party who had used the pool during the preceding period.

(i) The cost of long-lived pool maintenance such as general painting and the cost of capital outlay, necessitated by the effect of normal wear and tear, for the purpose of replacing or repairing mechanical equipment of a fixed or permanent nature shall be borne pro rata by the Board and the City in proportion to the respective periods said pool is used by each of said parties during the normal year.

(j) The Board agrees to replace part of the current physical education program at .... Junior High School with swim instruction by teachers properly certified in swim instruction, to the end that each physically able student shall become a competent swimmer.

(k) The Board also agrees that it shall follow in so far as it deems reasonably practical such rules and regulations that have been established by the Parks and Recreation Department of the City for the use of said pool as will tend to minimize and prevent accidents in the use of said pool.

(l) All applications by persons or organizations for use of said pool for the time when that pool is to be in use by the City as stipulated herein, will apply to the Parks and Recreation Department and will adhere to all policies governing the use of facilities.

(m) The City shall have the right to fix and charge reasonable admission rates for the use of said pool during such time as said pool is under the direct control and supervision of the City, and all revenues derived therefrom shall belong to the City.

(n) School groups shall have the right to fix, charge and keep the revenue from admission fees for their events, subject to Board approval.

(o) Each party hereto agrees to hold free and harmless from liability the other party hereto, and its officers, agents, and employees while acting as such, from all damages, costs, and expenses, which any of them shall become obligated to pay by reason of liability imposed by law because of damage to property or injury or death to persons in any way occasioned by the use of said pool and appurtenant facilities while under the former party.

(p) At a designated time each year agreeable to all parties, an inspection team, composed of Board maintenance and administrative personnel, and City recreation and engineering personnel will inspect said pool and related facilities for potential capital improvement needs.

(q) At the end of each period of use of the pool and its related facilities by either the Board or the City, the pool, its deck, the shower and dressing facilities and all other related facilities shall be turned over to the new user in a clean and usable condition.

2. The City agrees to take such action as it shall deem proper for the development of the swimming pool, so that the facility required will be laid out and developed for harmonious use of said area in both the education and construction program of the Board and the swimming pool program of the City. Plans and specifications for the swimming pool shall be approved by the City and its Parks and Recreation Department, the Engineering Department, and by the Board and its School Planning Department and State Department of Education.

3. This lease is entered into for the purpose of broadening the scope of cooperative use of the various public facilities, in order that they may be made available for use to the best advantage to the greatest number of citizens of ...., ..., and without impairment of school facilities.

4. The City is given the option by the Board to renew this Lease for one additional twenty (20) year period upon thirty (30) days' written notice to the Board of the exercise of said option prior to the end of this Lease, according to the same terms as provided herein, or as mutually changed by the parties hereto.

IN WITNESS WHEREOF, the parties hereto have caused this instrument to be executed in their respective names by their proper officials and their corporate seals affixed hereto as of the day and year above written.

CITY OF EUGENE, OREGEN AND SCHOOL DISTRICT No. 4

POLICY STATEMENT

WHEREAS, it is in the public interest to maximize the use of both park and school facilities and

WHEREAS, there is considerable overlapping of interest in the operation of these facilities by the City and the District,

It shall be the policy of the City and the District to cooperate in the acquisition, development, and operation of intorgrated School-Park sites, and the operation of separate facilities where these already exist, subject to the conditions and regulations of the local budget laws.

I. ACQUISTION

1. The City and the District will locate new park and school facilities as centrally as possible in the neighborhoods as defined in the Development Plan of the Eugene-Springfield Metropolitan Area (1959).
2. Neither the City or the District will purchase additional land without conferring with the other agency as to its needs in the area.
3. If both a park and school are needed in a neighborhood, every effort will be made by the City and the District to acquire sufficient land for the appropriate intergrated use: grade school-neighborhood park or junior/senior high school-community park.
4. Where a school already exists and a park is needed, sufficient additional land will be acquired by the City to create an integrated site, when and if this is economically and physically possible. And conversely, the District will locate school sites adjacent to existing park sites when this is economically and physically possible.

II. DEVELOPMENT

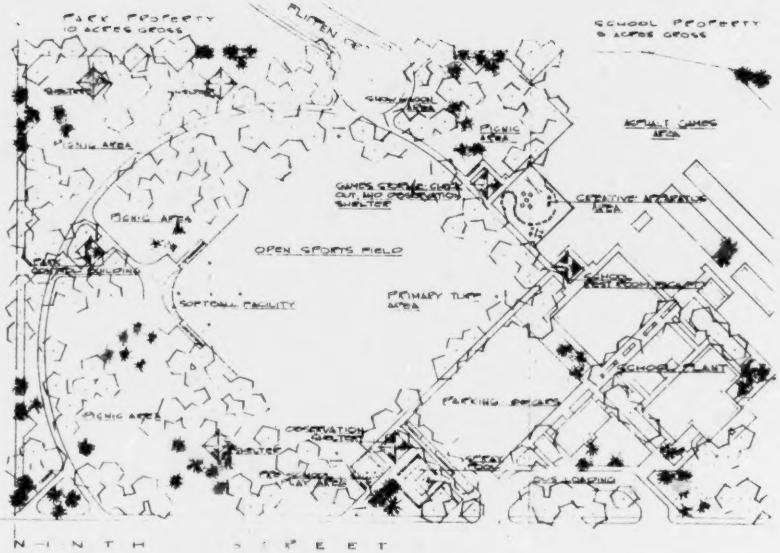
1. Whenever possible, development of school and park facilities on an integrated site shall proceed concurrently, with full consultation between the City and the District, and Park Designer and the Architect, before any construction begins.
2. If concurrent development is not possible, the School Administration shall be consulted in the event the park area is being developed first or the City Administration shall be consulted in the event the school is being built first, in order to insure orderly and economical development of the integrated site.
3. The architect of a school or the designer of a park shall be instructed to maximize the joint use of certain specified facilities (e.g., play equipment, gymnasiums, swimming pools, locker rooms, craft and hobby rooms, rest rooms, etc.) by locating them carefully so that they may be conveniently used by the patrons of park or school personnel.
4. Any swimming pool constructed after this date shall be, if possible, a joint facility of a park and school, with contractual agreements with respect to the precise periods it shall be the exclusive use of each agency, their relative liability, their relative responsibility for maintenance and all other pertinent items.

III. OPERATION

1. In the joint use of facilities, the liability of the City and of the District and the responsibility for maintenance and upkeep shall be carefully spelled out in contracts between the City and the District.
2. There shall be a separate contract for each integrated site development and operation.
3. A schedule shall be established, setting forth the exact hours that specified school facilities shall be reserved for use by the City and specified City Recreation facilities by the District. Any use not set up in the schedule must be requested in writing in order to maintain clear lines of responsibility and liability.
4. The City and the District shall explore the possibility of joint support of supervisory playground personnel with a view to year-round after-school and vacation supervision, if funds permit. Such a joint support shall be set forth in a contract between the City and the District.
5. The City and the District shall also explore the possibility of having the City assume, or share, responsibility for the maintenance of school grounds, with a view of minimizing the duplication of maintenance equipment and maximizing the efficient use of equipment and staff.

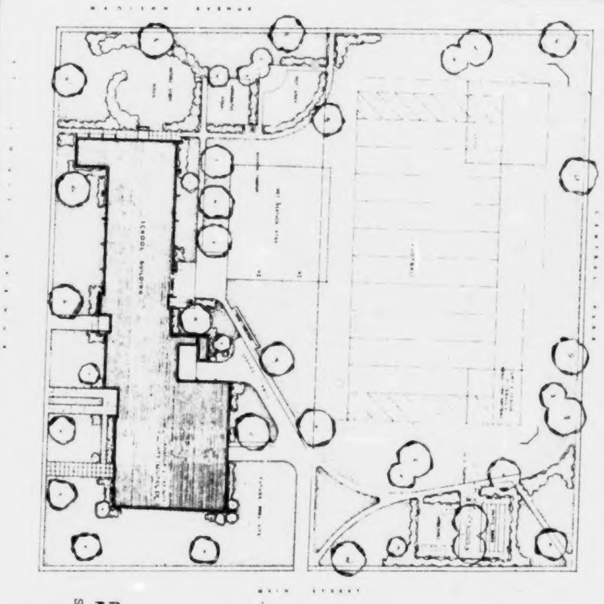
IV. PLANNING AND COORDINATION

The Eugene Planning Commission shall convene a committee including representatives of the Eugene Recreation Commission, the Eugene City Council, School District No. 4, the School Administration and the City Administration to consider any matter referred to the committee by the City, the District, or the Planning Commission. It will keep the City and the District informed about the purpose and progress of such committee meetings."



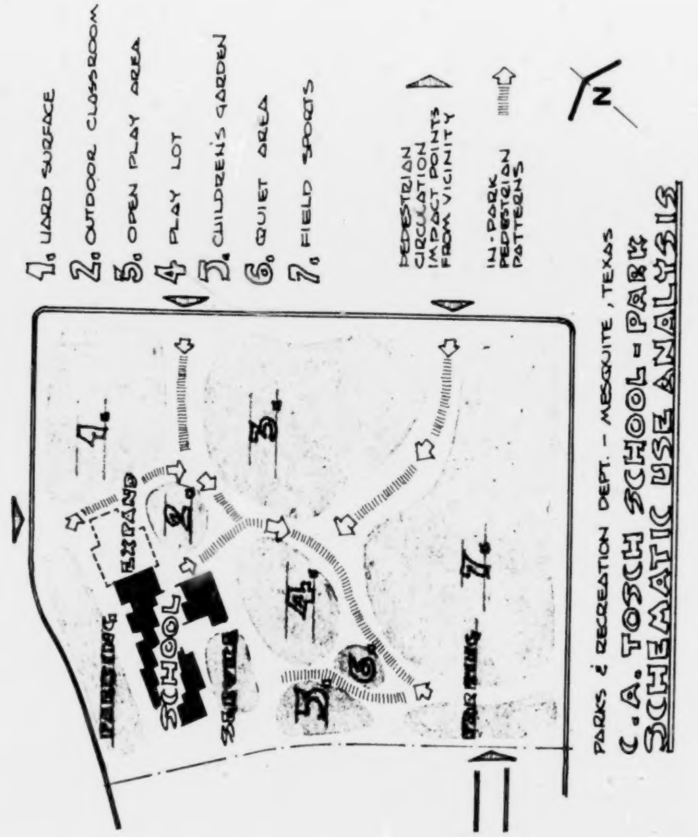
STODDARD SCHOOL-PARK
north

A COOPERATIVE SCHOOL-PARK PLAN BY THE ANAHEIM ELEMENTARY SCHOOL DISTRICT AND THE CITY OF ANAHEIM, CALIFORNIA



PLOT PLAN OF TYPICAL
NEIGHBORHOOD PARK-SCHOOL
SKOKIE, ILLINOIS

PLATE NO. I


1. HARD SURFACE
2. OUTDOOR CLASSROOM
3. OPEN PLAY AREA
4. PLAY LOT
5. CHILDREN'S GARDEN
6. QUIET AREA
7. FIELD SPORTS
PEDESTRIAN CIRCULATION IMPACT POINTS FROM VICINITY
IN-PARK PEDESTRIAN PATTERNS
N
PARKING
SCHOOL
EXPAND
PARKING
1.
2.
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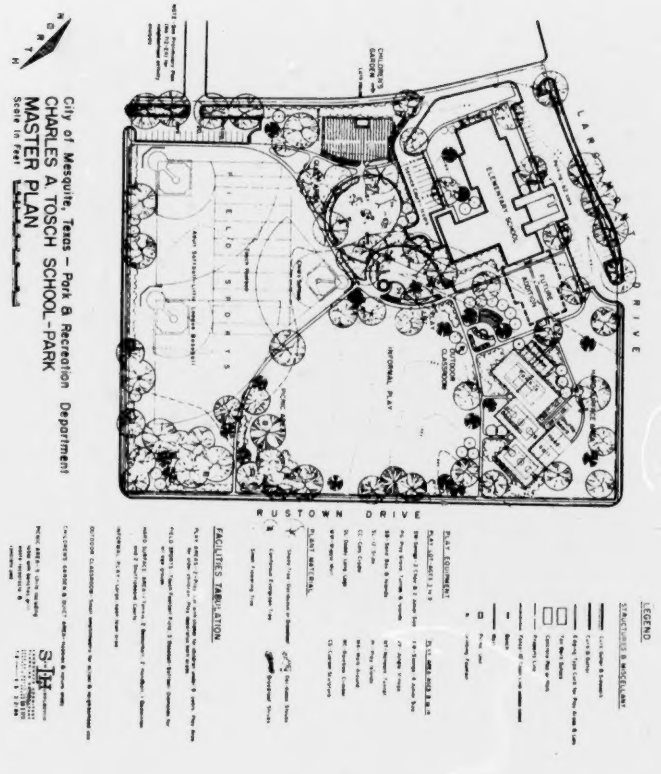
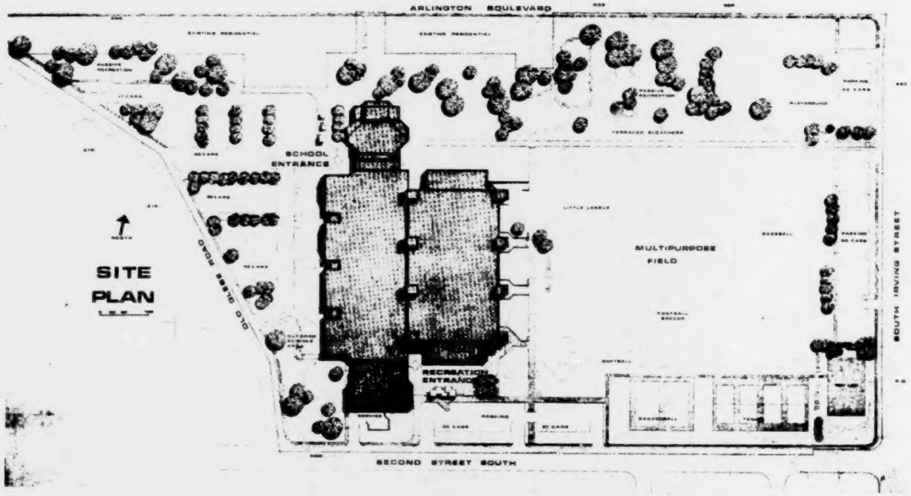
5.
6.
7.
PARKS & RECREATION DEPT. - MESQUITE, TEXAS
C.A. TOSCH SCHOOL-PARK
SCHEMATIC USE ANALYSIS

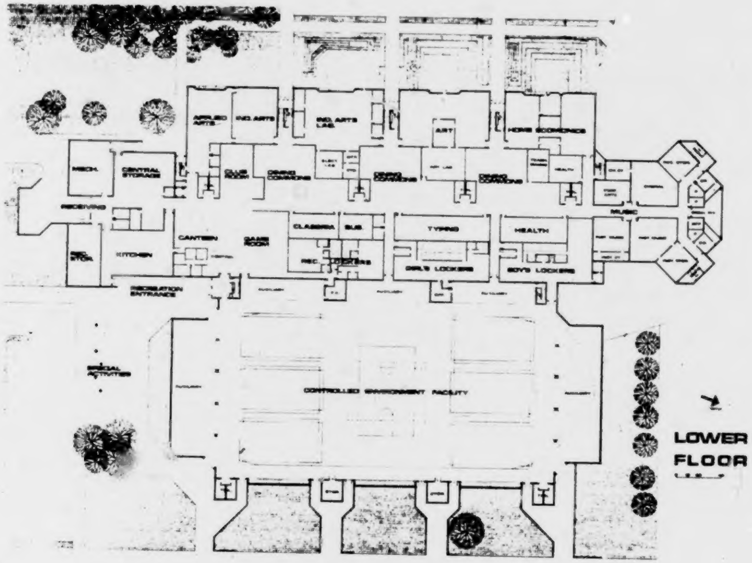

City of Mesquite, Texas – Park & Recreation Department
CHARLES A. TOSCH SCHOOL-PARK
MASTER PLAN
Scale in Feet
NORTH
RUSTOWN DRIVE
DRIVE
ELEMENTARY SCHOOL
CHILDREN'S GARDEN
OUTDOOR CLASSROOM
INFORMAL PLAY
FIELD SPORTS
LEGEND
PLAY EQUIPMENT
PLANT MATERIAL
FACILITIES TABULATION



ARLINGTON COUNTY, VIRGINIA
SCHOOL-COMMUNITY RECREATION FACILITY PLAN

The twenty-six acre site has been planned to serve the entire community as well as the junior high school. As much as possible, existing natural contours and trees have been retained.

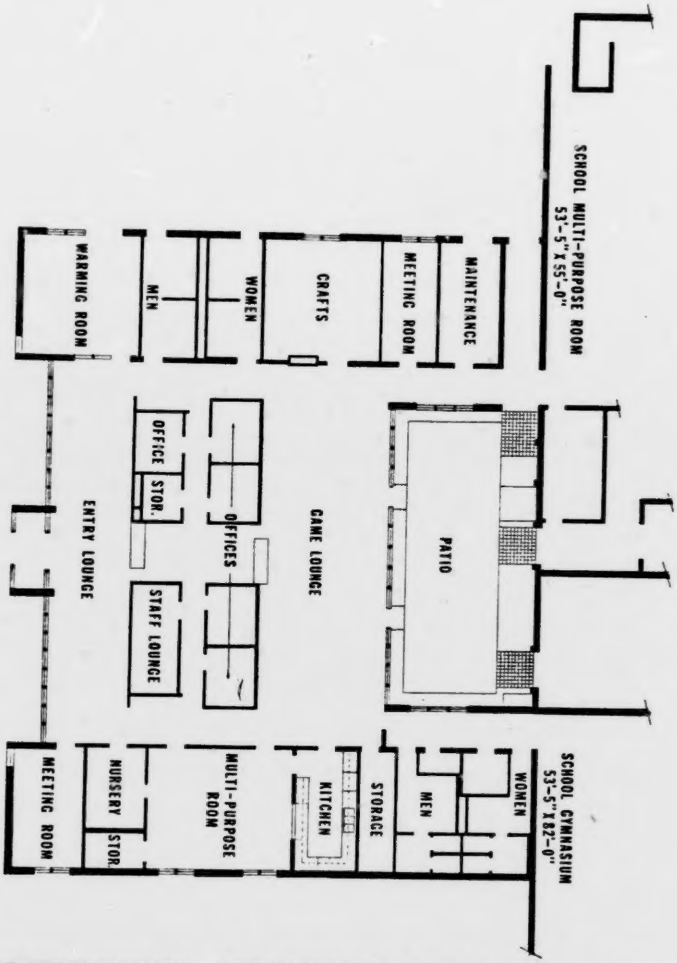
3



ARLINGTON COUNTY, VIRGINIA
SCHOOL-COMMUNITY RECREATION FACILITY PLAN

The lower level of the building serves both the school and the community recreation center. The circulation has been so planned that day time recreation activities and junior high activities take place simultaneously yet separately.

4



MATTHEWS NEIGHBORHOOD CENTER

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- — See all American Association of Health, Physical Education, and Recreation References
- — See American Association of School Administrators Reference
- — See National Elementary Principal Reference

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MANAGEMENT AIDS

BULLETINS PUBLISHED

No. 1—Manual for Park and Recreation Boards and Commissions
No. 2—Municipal Handbook for New Green Committee Chairman
No. 3—Park Equipment for Cities of 150, 000 Population or Less
No. 4—Outdoor Theaters
No. 5—Picnic Facilities Survey
No. 6—Refreshment Stand Survey
No. 7—[illegible]ndalism—How to Stop It
No. 8—Small Lake Management Manual and Survey
No. 9—The Loss of Park and Recreation Land
No. 10—Lawn Bowling
No. 11—Housekeeping Manual for Parks and Recreational Buildings
No. 12—Building and Programming Casting Pools
No. 13—A Safety Guide for Park and Recreation Employees
No. 14—Characteristics and Accomplishments of Park and Recreation Administrators (out of print)
No. 15—Roller Skating Manual and Survey
No. 16—Family Camping
No. 17—Audio Visual Aids Manual
No. 18—Land Requirements
No. 19—Drag Strip Survey
No. 20—Manual and Survey for Public Safety
No. 21—Mass Communications
No. 22—Interpretation
No. 23—Salary Survey of Park and/or Recreation Executives
No. 24—How Education Affects Salaries
No. 25—Fringe Benefits Survey of Park and Recreation Executives
No. 26—A Manual on Concession Contracts
No. 27—Alcoholic Beverages Survey
No. 28—Souvenirs, Gifts, and Novelties
No. 29—Amusement Rides
No. 30—Recruitment and Curriculums
No. 31—User Fees
No. 32—Park Police
No. 33—Public Golf Courses
No. 34—Guidelines For Campground Development
No. 35—Shooting Ranges
No. 36—Handbook for Ski Slope Development
No. 37—Natural Ice Skating Surfaces
No. 38—Artificial Ice Skating Facilities
No. 39—Signs and Symbols For Park and Recreation Use
No. 40—Creative Playground Equipment
No. 41—Trends In Consolidation of Parks and Recreation
No. 42—Municipal Cemetery Management for Park and Recreation
No. 43—Day Camping for Park and Recreation Departments
No. 44—Lake Zoning For Recreation
No. 45—Financing - Sources of Income for Parks and Recreation
No. 46—Budgeting For Parks and Recreation
No. 47—Par-3 Golf
No. 48—Annual Reports
No. 49—Swimming Pool Management
No. 50—Swimming Pool Management
No. 51—Public Beaches
No. 52—Sources of Assistance
No. 53—Litter Control Handbook
No. 54—Marinas
No. 55—Perpetuation of Historical Heritage
No. 56—History of Parks and Recreation
No. 57—Filing Systems
No. 58—Vending Machines
No. 59—Fees & Charges
No. 60—Recreational Use of Airports and Adjacent Lands
No. 61—Administrative Policy Manual
No. 62—Coasting and Tobogganing Facilities
No. 63—Personnel Policies
No. 64—Naming of Parks and Park and Recreation Facilities
No. 65—In-Service Training Manual
No. 66—Management of Professional Cultural Performances
No. 67—Office Administration — Management and Procedures
No. 68—Current Management Concepts on Personnel Policies and Practices
No. 69—Children's Gardening
No. 70—Evaluating Water Based Recreation Facilities and Areas
No. 71—Horseshoe Pitching
No. 72—Administering Admissions To Events and Programs in the Park and Recreaation Field
No. 73—A Community Sailing Program
No. 74—A Community Sailing Program
No. 75—Sample Bids and Leases
No. 76—Sample Leases, Licenses, Permits
No. 77—A Community Model Airplane Program
No. 78—Staff Public Relations Manual
No. 79—Publicity Handbook
No. 80—Visual Tools Handbook
No. 81—Public Employee Unions—Organizations
No. 82—School-Community Park and Recreation Operations
No. 83—Effective Use of Consultants
No. 84—Foundation-Trust-Endowment-Gift Programs
No. 85—Community Vocal Music Programming
No. 86—Community Instrumental Music Programming
No. 87—Children's Zoos
No. 88—Recreation In Nursing Homes
No. 89—Snowmobiling
No. 90—Arboreta, Botanical Gardens, Special Gardens

COMMUNITY SCHOOLS
XTRA YEARS of ZEST

Senator WILLIAMS. This concludes the hearing for this afternoon. We return at 10 a.m. tomorrow, and Senator Pell will preside.

[Whereupon, at 4:30 p.m., the hearing was recessed, to reconvene at 10 a.m., Thursday, July 12, 1973.]

EDUCATION LEGISLATION, 1973

Community School Center Development Act

THURSDAY, JULY 12, 1973

U.S. SENATE,
SUBCOMMITTEE ON EDUCATION OF THE
COMMITTEE ON LABOR AND PUBLIC WELFARE,
Washington, D.C.

The subcommittee met, pursuant to recess, in room 4232, Dirksen Office Building, Senator Claiborne Pell, chairman of the subcommittee, presiding.

Present: Senators Pell, Kennedy, Javits, and Stafford.

Senator PELL. The hearing will come to order. I understand that yesterday Senator Williams chaired a most informative, in-depth discussion on the community school concept. Judging from today's witness list, I believe that discussion will be further enhanced and that, when the hearing is complete, an extensive record documenting the community school movement will be established.

This is most important, for the Subcommittee on Education is now studying all means and manners of improving the education offering in our cities and towns in its work on the reauthorization of the Elementary and Secondary Education Act.

Our first witness today is Congressman William Lehman.

STATEMENT OF HON. WILLIAM LEHMAN, A U.S. REPRESENTATIVE IN CONGRESS FROM THE STATE OF FLORIDA

Mr. LEHMAN. Thank you, Senator. It is a privilege to be here with your subcommittee.

I certainly enjoyed working with you as one of the coordinating members of the Select Education Committee on the House side. We find it very rewarding to work with our compatriots on the Senate side in regard to the kinds of programs we are working with on that committee.

I have a statement that I am submitting for the record. I will not read the statement, but I would just like to supplement it with a few remarks off the top of my head, in order that I can give a little input from previous experience and previous observations of what I think is the direction and future of the whole community school program.

Senator PELL. Your statement, without objection, will be printed in the record in full.

[The prepared statement of Mr. Lehman follows:]

Testimony of the
Honorable William Lehman
before the
Education Subcommittee
Senate Labor & Public Welfare Committee
July 12, 1973

Mr. Chairman, the most important thing about the bill under consideration by your Subcommittee is that it is behind the times.

While the bill is geared toward demonstration models and projects in community education, community schools are already spreading rapidly. The time is long past when community schools can be considered new-fangled and experimental. In the past two years alone, the number has increased from 200 to 700. State governments are becoming actively and financially involved in community education.

My own State of Florida has set aside money and personnel for its community school effort. In fiscal year 1971-72, $150,000 was appropriated -- 19.2 percent of the Education Department's budget request. During that year, 217,432 participants were reported. Per participant, for each dollar of State monies expended for community school grants, an additional $7.40 was generated by local school districts.

In the following fiscal year, 1972-73, Florida's community schools appropriation increased by 80 percent, to $270,000. It is projected that by fiscal year 1979-80, there will be 448 community school programs in Florida.

This is only one State. I understand that Michigan and Utah also have State commitments to community education.

So you can see, community schools no longer need to be tested. Once established, they work.

There are several portions of the bill I would like to see clarified and amplified. Since community education is geared to the needs of a particular community, I am not sure the Federal government should tie long strings to the funds. On the other hand, there should be rather specific guidelines as to how the money shall be delivered.

For example, the Church-Williams bill would grant funds to the States for a certain number of projects based on the population of the State. However, there is no mention of how the State shall select the individual sites. I would propose three guidelines for the States to follow: Proof of interest in the community; adequacy of physical resources; and consideration of funding alternatives.

Clearly, there is no point in funding a community school project in an area which has little or no interest in it. Secondly, depending on the needs of the community, we should be certain that the site chosen has adequate physical resources to meet those needs. For example, a community which wants a lighted sports area would first have to have a basketball court, or playing field, before receiving financial help for that activity. A community education bill should not fund acquisition of land. Third, if a community can get funds from another source for community education, such as a Community Action Agency, then there should be safeguards to prevent duplicate funding.

I would also like to suggest to the Committee that a three-year funding cycle be established. A community would receive start-up funds, development and expansion monies, and then a lesser amount of Federal funds the third year. Specifically, I would suggest a 50/50 Federal - local match for start-up funds, a 40 Federal/60 local match the second year, and a 30/70 match the third year. The local commitment would increase each year in order to receive Federal funds. A community would have to make a significant commitment to community education in order to receive Federal dollars. This kind of cycle would also alleviate the dollar crisis that occurs with one-year funding.

To preserve the local character of community education, I would suggest that Federal monies be dispersed to the States on the basis of population. In the allocation, a set amount of dollars should be set aside for the development of State Departments of Education in this field. $40,000 per State for this purpose should be adequate. This would amount to an appropriation of $2 million. The money would encourage the States to eventually take over the responsibility for community education. Of course, there should be some mechanism for evaluation, as well.

The Committee might consider including guidelines for the States to follow in selecting institutions of higher learning for funds to train community school directors and coordinators.

Last, I would suggest that a National Clearinghouse be established to gather and disseminate information about community education. Particular problems and innovative ideas would be collected and sent to the States and localities which are either establishing or expanding community education programs.

Community education is a concept that has arrived! It's not new. It dates from at least the 19th century, and some of John Dewey's ideas on what education should be. It can bring a community together, and replace some of the human-ness that seems to slip away from twentieth century living as our society expands and becomes more complex. This is not an urban bill. Community education fits rural America as well as the cities. And it blends two inter-related concepts -- learning and living.

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Mr. LEHMAN. In my observation as a 6-year school board member in one of our large metropolitan areas, the sixth largest in the country, it is obvious in many areas of Dade County and elsewhere in this country that in many neighborhoods the only really public building these neighborhoods have is the public school building, and this building is vacant after 3 o'clock or 3:30 in the afternoon. If I could quote from W. H. Auden, he wrote a poem once in which he said: "with heads as empty of brains as a schoolhouse in August." And we interpret that to mean that when you have an empty school building in the late afternoon and the evenings, it is really not using the brains of the community to leave that school building vacant.

Many of these communities need these kinds of buildings and centralized places for their people to congregate, to use, to gather.

I guess in a way it is kind of like the old New England townhall meetings. These are the kinds of things our schools can be used for. It can be a gathering place for the community.

To change the subject a little bit, I think one of the things you must be aware of is that in the expansion and development of community school programs, we do not get involved with adult vocational education. I think we are going to run into a problem if we do, and it is a matter of territorial imperative, I guess.

I think we should work with the adult vocational people and not against them, because the whole intent and purposes are different.

I think that the community school establishes a kind of base for the community, including cultural development, which is a stabilizing type of thing. It should not be the primary effort of community schools to develop special skills as adult vocational programs do.

There is a real problem in community schools in that the present programs do not, in many cases, hit all the areas where they are needed. For instance, in the Model Cities area we have community schools. Model Cities and EOEI programs are able to do the kind of funding that can match the school board effort or the community effort and help in that area.

At the other end of the spectrum, we have affluent, incorporated areas—suburban-type places—where, for instance, Miami Beach pledges $50,000 a year for the community school on Miami Beach. Coral Gables pledges a large amount for community schools. So these particular incorporated areas and other types of communities can do the kind of matching fund effort.

However, in middle-income bracket, the so-called Middle America, the blue collar areas, are having difficulty establishing their community schools. For instance, one of our particular areas in Dade County, is an unincorporated subdivision called North Palm Springs. The area has about 4,000 or 5,000 homes, and the only public building in that area is the elementary school.

They have nothing going for them, as they are not qualified for social development programs that are federally or State funded, and they are not wealthy enough to afford the kind of money needed to set up their own community schools. They are in a vacuum, and I think these are the kind of target areas that the Federal programs should particularly be aimed at.

I think it is going to be very difficult to work out the kind of delivery system that is going to bring the Feder alassistance to those areas where it is most needed. Much of it is going to have to be done on the basis of local contribution and local participation.

But it is very important that Federal development of community schools programs be aimed at those areas where they are not hitting now and where they are most needed.

In conclusion I believe that the community school is going to be one of the best means toward stabilizing our different communities. We have a terrific mobility in this country. We have in many cases, in a sense, a deteriorating mobility. I think community schools can bring a sense of neighborliness, of belonging, of doing away with some of this sense of alienation that is so prevalent in our society where the individual feels like he belongs to nothing.

In dealing with drug abuse education, we find that we must provide meaningful alternatives to drugs, and the need to experiment on drugs.

Nothing can fight drug abuse better than a meaningful community school program. In many of these neighborhoods people say that the kids have no place to go after school, but hang around the convenience store parking lots. Those are the kinds of situations which are conducive to crime and drug experimentation. I think that the best alternative, the most meaningful alternative, and the best direction that we can point these young people to in fighting drug abuse is to develop meaningful community school programs. Without alternatives we are going to have a detrimental type of activity among our young people. The community school is a great boon to and a great effort for not only the young, but the middle aged, and our senior citizens, and they certainly should be incorporated in this kind of program.

Thank you very much, Senator.

Senator **Pell**. Thank you very much, indeed, Congressman Lehman. I was interested in your reactions as to why you believe a Federal program is needed. because much of this type activity, could be done under the present law as is being done now in Michigan.

Senator **Javits**. Would the Chair yield to me for just a moment The Chair knows I have to go to the Foreign Relations markup. I wanted to record my presence here and my respect for the former Secretary of HEW, Mr. Cohen, as well as for the witness, and say that I consider this bill really provocative and important and will give it my every attention.

Senator **Pell**. Thank you very much.

Mr. Lehman, what would your reaction be?

Mr. **Lehman**. My reaction would be this. When I was on the school board, and I used to go to the superintendent and ask him to initiate a new program, he would say, "Instead of what?"

That means instead of a remedial reading program, instead of a program for other types of education, and so on. But what community schools would run into is the competition with other programs at the local level. They would have to compete against band uniforms, remedial reading, and everything else.

So I think that unless you have a categorical targeted assist from the Federal Government, the pressures at the local level are going to not be strong enough to compete against the kinds of programs that have been more or less, for many years, ingrained into our public education system. I think it is very difficult to redirect a going concern like public education and have it experiment in innovative types of situations.

Senator **Pell**. I thank you. I thank you very much, Congressman Lehman, for being with us, giving us your time and experience. I congratulate you on your interest in this subject and look forward to working with you in conference.

Mr. **Lehman**. Thank you.

Senator **Pell**. Our next witness is a very old friend of this committee's, Wilbur J. Cohen, dean, School of Education, University of Michigan, and former Secretary of HEW. He is responsible for much of the most innovative programs centered in that Department. I welcome him to this committee. He is accompanied by Dr. Curtis Van Voorhees, chairman of the Department of Education, Administration, and Supervision, University of Michigan.

STATEMENT OF HON. WILBUR J. COHEN, DEAN, SCHOOL OF EDUCATION, UNIVERSITY OF MICHIGAN, ACCOMPANIED BY DR. CURTIS VAN VOORHEES, CHAIRMAN, DEPARTMENT OF EDUCATION, ADMINISTRATION, AND SUPERVISION, UNIVERSITY OF MICHIGAN

Mr. **Cohen**. Thank you, Senator. It is a pleasure always to be back here, particularly to be in a position to say what I want to say myself, without having to consult with a lot of people, including the Office of Management and Budget.

May I also say before I begin that I want to pay tribute to the tremendous contribution that you made in the Education Act of 1972. The contribution that you and the Congress made in forging that historic and landmark piece of legislation will be of inestimable value to higher education and other forms of education for many years to come.

I only wish that the Congress would fully finance it, but my hope springs eternal, I hope that in the next few years there will be more money available under that legislation.

Senator **Pell**. As you know, we have been going slowly, taking the funds and placing them where they could do the most concentrated good. Freshmen will be eligible for the grants this year and hopefully the sophomores next year. We hope they will provide a constituency group to press for full funding in years to come.

Mr. **Cohen**. I have lots of thoughts on that legislation and other aspects of it. There are lots of key questions of priority and phasing and I hope that in the next 2 or 3 years Congress will see its way to implement it more fully.

But the structure of what you provided is certainly sound and I think it offers an opportunity for the strengthening of education during this coming decade.

Senator **Pell**. Thank you very much.

Mr. **Cohen**. I am appearing here today in strong support of Senate bill 335, the Community School Center Development Act sponsored by a number of members of this committee and others in the Senate, I understand there is a companion bill in the House.

The bill as you know provides grants to institutions of higher education to develop programs in community education which will train people as community school directors and to local schools for new and expanded programs. It also provides for teams to assist communities contemplating the adoption of a community school program. It establishes an advisory council of seven members.

The definition of "community school program" in the bill is "a program in which a public elementary or secondary school is utilized as a community center operated in cooperation with other groups in the community to provide recreation, educational, and a variety of other community and social services for the community that center serves."

The logic, importance and value of this very great legislation has been cogently set forth by Senator Church and Senator Williams in their statements introducing the bill on January 11.

I especially wish to point out the importance of this legislation to making it possible for Senior Citizens to utilize the schools as community centers. There is a vast untapped source of voluntary community help which could be organized and utilized through community school centers.

These centers could also be used for parent participation and involvement in early childhood education. Parent involvement may require the availability of the center in the evening, on Saturday, or Sundays. Where a center had a day care program for small children, both parents might be able to attend discussions on child rearing, child development, nutrition, budgeting, the problems of adolescence, and similar topics.

I am deeply concerned that there is such a great expectation from parents as to the role of "schooling" from age 6 to 21, and such little parent participation in the "education" of children. Schooling and education are not synonymous or identical. We need to develop the concept of life-time learning and make our schools, business, and family a part of that process.

It is clear that parent and community involvement are necessary for effective education. That is why I support the community school center concept. It enables schools to reach out and work with parents and the community. It enables parents and the community to involve themselves with schools, teachers, pupils, and education.

In a recent Gallup poll, 57 percent of the respondents said that when some children do poorly in school, the chief blame is due to the children's home life, and only 18 percent on the school or teacher, and 14 percent on the children.

The community school in large metropolitan centers played an important role in the early part of this century in enabling immigrants to learn English and the history of American institutions. I believe we could and should develop a community school program which would appeal to the needs of the disadvantaged, the ethnic groups locked into the inner [illegible] the dropout, as well as the middle-income, retired, and upward [illegible] person. I see the community school program as appealing [illegible] groups in the community.

I believe we are going to [illegible] poverty in the United States in the next decade. The community school can and must assist in this effort.

The action by Congress in 1[illegible] and in the recent amendments on the debt limit bill go a [illegible] toward abolishing poverty among the 25 million aged, blind [illegible] disabled persons in the Nation. We must supplement that effort with a diversified educational program for adults which will provide education over the entire life cycle—from prenatal care through retirement.

I strongly favor increased Federal appropriations for education at all levels. I believe the executive branch is misreading public opinion when it does not support substantial Federal appropriations in education. Recent public opinion polls, and the most recent one we have taken at the University of Michigan, show some 60 percent of the American people favor increased Federal investment in education.

I might say 60 percent is a pretty good majority that I think any Senator or President would like when they are running for office.

Senator **Pell**. They certainly do not reflect that when they vote for bond issues.

Mr. **Cohen**. Bond issues for education in the last few years have been failing by roughly 50 percent.

Senator **Pell**. In my State, I think even more.

Mr. **Cohen**. I am glad you brought this up for this reason. When you analyze these public opinion polls, you will find that people are saying that they are in favor of increased Federal spending in these areas, that the Federal Government should spend more. But they do not want to spend the money by increased property taxes.

The core of the situation today is that the property tax is an outmoded device for financing education. The property tax may have been a good device for financing education about 250 years ago. It may even have been good 100 years ago. It may have been good 70 years ago. But it is no longer a dynamic, flexible progressive tax for financing K–12 education.

I will say this, if the United States during the next 15 years is going to continue to finance K–12 education primarily by the property tax, then China and the Soviet Union are going to end up having a better K–12 educational system than the United States of America.

I do not think that China and Russia and the other countries of the world are going to limit their educational system by the device of the property tax.

So here we have a case where I think the executive branch is completely misreading public opinion. People are against the property tax as a method of financing education, but they are clearly in favor of more progressive Federal and State spending for education.

It is on the basis of these polls which I have analyzed for over 12 years that I believe that Congress, as in the 1972 act, in which you took leadership, is on the right track, and the executive branch is on the wrong track in its continual holding down of the expenditures for education.

I favor, therefore, prompt and effective support of the enactment of S. 335.

Mr. Chairman, I have read the letter of July 24, 1972, of the Secretary of Health, Education, and Welfare, commenting on the earlier bill, S. 2689. I vigorously differ with the conclusion of that report.

The letter opposed "the creation of unnecessary new categorical programs in the field of Federal education legislation." I do agree with the Secretary that the programs envisioned in the proposed legislation "can be supported under present law and existing appropriations authorizations." But the fact is that the Department is not supporting the community school center program under existing authorizations.

Therefore, I believe it is both proper and desirable for Congress to work its will by indicating those areas that it wished to give categorical support to.

The whole concept of categorical programs is not simply a matter of creating an administrative device or a paperwork device, which you would believe by reading the criticism, but a way by which the Congress makes an allocation of priority, which is its responsibility. That is why we have the Congress of the United States, so that the elected Representatives may have a priority determination in the allocation of scarce funds.

I support that principle of priority as a sound one, and therefore I think the opposition to the categorical programs is not only unsound, but it is an attempt to take away from Congress its historical role of being a full participant in the determination of priorities.

Moreover, it is well known from experience that the Appropriations Committees of both Houses are very reluctant to provide appropriations for programs derived from some general authority and without any legislative standards or guidelines.

I particularly say that, Mr. Chairman, from my 8 years of appearing before the House and Senate Appropriations Committees. The first thing that the chairman or a member of the minority of the committee will usually ask you is what is your legislative authority for this specific appropriation request?

If you say, well, it is in the general authority that we have under title X of such and such a bill, the members of the appropriation look askance at you; and after you have left the room, they say, well, that does not seem to be very specific, and the other appropriations for other items take precedence.

So I think the view expressed by the Secretary of HEW is unrealistic and does not take into account the facts of life about how the appropriations process works in the House and the Senate.

The report from the General Accounting Office of March 9, 1973, offers constructive help. I concur in the recommendations made by the GAO. I would prefer to revise sections 103, 204, and 305 by including a specific maximum authorization of annual appropriations. I have never believed from my experience that generalized language such as, "amounts sufficient as the Congress may determine," gives the Appropriations Committee the kind of guidelines that are useful.

I think you should write in specific guidelines as the the size and scope of the program you want.

In addition, I would initially authorize the program for a 5-year period. This is based on my own experience of administering title I of the Elementary & Secondary Education Act (ESEA). I believe the process of enacting 2- or 3-year authorizations for legislation is unsound in terms of administrative planning; on the other hand, indefinite legislation that does not provide for Congress to reexamine legislation is unsound.

I therefore favor legislation for a 5-year period with a specific direction to the advisory council to evaluate the first 3 years of the program and send its recommendations for continuation, amendment, or repeal to the President, Secretary, and the Congress in the fourth year.

I would also make a substantive change in this legislation by providing that the first year shall not be an operative year, but shall be what I would call a planning grant year. My own experience in getting legislation started is no matter how dedicated you are to the legislation, you will have to recruit a director of the program, you will have to get appointments of the advisory committee and you have got to get appointments of the advisory committee and you have got to go out and hire new personnel and you have got to get space, and you cannot do that in 2 days.

You do not want to do it in 2 days. We made a big mistake, and I was party to the mistake in starting title I of ESEA in the first year that we got the authorization. We should have had 1 year of planning in 1965 or 1966. Rather than implementing it for 1965, we would have had a better title I, and you would not have a lot of the problems that we have today, if we had had a year of preparation.

Out of my own administrative experience I would rather see you enact a 5-year program with 4 years of substantive operation, and a first year of planning grant. I would make the planning grant for the first year roughly about $1 million, giving you time to have the director appointed, find space, make the appointments to the advisory committee, get your staff in shape, have your application forms printed, go out among the schools of the country, tell what the program is, and then start beginning in year No. 2, in which you would have 4 years of operation.

At the end of the third year of operation, that is the fourth year, you would be evaluating the program somewhere along that line in Congress, and then Congress could see whether it wished to change the program based upon experience.

That is the end product of my own experience in the formulation of education in the 1960's, and now my last 4 years watching it at the other end outside of Washington as a dean of a school. I think what I have proposed would be a more phased-in development, a more realistic approach.

You would use the money more economically and efficiently. You would have greater cooperation from the educational community, and it would end up being a better program with less abuse and difficulty.

I also recommend, Mr. Chairman, that the members of the advisory council be appointed by the Secretary instead of the President. I base that on my own experience. In all the legislation that you passed where you did provide that there should be advisory councils appointed by the President, I had to personally go and see the President of the United States.

Once the President is involved in the advisory council designation, it is a time-consuming process. I bet I went back to see Lyndon Johnson at least five times on every advisory council that he had the authority to appoint, because he would say if Congress gave me the authority to do it, they had something in mind. What did they have in mind? He took that very seriously and the net result was that the advisory councils that were being appointed by the President were always about 6 or 9 months late in getting appointed.

I think you are familiar with the long delay that it took in getting the National Institute of Education (NIE) Advisory Council appointed by the President. I think this problem is quite independent of politics. When a President of the United States appoints an advisory council, it goes through a lot of people in the White House, it goes through the Budget Bureau, it goes through the Civil Service Commission, and you add about six more layers of processing, and I am not saying it is not good.

But you cannot get a Presidential advisory commission appointed in 2 or 3 months. It is simply an interminable process.

I therefore prefer that you would designate seven people to be appointed by the Secretary and that you would have the Speaker of the House and the President pro tempore of the Senate each designate two or three people from public positions. I am not talking about Senators or Congressmen, but designate two other people—another four—making it 11, which would give you some community and broad representation. That could be done with reasonable speed during that first year.

The advisory council should be on board to help you process the initial regulation. My concept of an effective advisory council is not to use them as a paper mache kind of organization, but the first regulations that go out ought to be reviewed by the advisory council. I think as you know, for instance, in connection with the NIE recently, well, the advisory council met the first time and the regulations were put under their nose and they had to approve them, because there was no other alternative.

I do not think that is a good way to run educational legislation. Appoint an advisory committee, give them 6 months to get started, and then enable them to go over the guidelines. I am opposed to this idea of the Federal Government getting out regulations that do not have the full participatory democratic process of the people that are involved.

The recent social service regulations is a case in point. A tragic mistake on the part of the executive branch. If you want to avoid that, have an advisory committee, as I have said, appoint them early, give them a statutory responsibility to review the initial regulations, as was done in the Hill-Burton Act. You have got the model in the health legislation, which this Congress has passed for the last 10 or 15 years, and please look up the model of the health legislation and change feature this in educational legislation, which I think is not in the best interests of educational programing.

I would also say, Mr. Chairman, I would like to include a provision in the bill which was originally suggested to me in 1965 by Senator Robert Kennedy. In 1965, when I testified before this committee, Senator Kennedy asked me in connection with the title I of ESEA Act what my view was about putting an automatic provision for evaluation into educational legislation.

I said it was a great idea. We wrote into title I of ESEA an automatic provision for a percentage allocation for evaluation. That is, that Congress determined its priority that no piece of education legislation would be passed that did not have an evaluation unit built into it. Because 5 years from now you are going to come back, and you are going to look at the legislation; and if Congress does not have evaluation, you do not know what happened during the 5 years. You are caught with renewal amendments and not the necessary information.

So I would urge you to put in a mandatory evaluation provision with an automatic minimum of at least one percent, which would be binding upon the appropriations committee so that any appropriation amount under this bill—I will say this will be the same for any other year—of at least 1 percent, which will automatically be designated for evaluation studies, the results of which will be transmitted to the Congress and to the groups of people for their use.

That concludes my remarks, Mr. Chairman.

[The prepared statement of Mr. Cohen follows:]

THE COMMUNITY SCHOOL CENTER DEVELOPMENT ACT

Statement by

Wilbur J. Cohen

Dean, School of Education, The University of Michigan

Formerly, Secretary of Health, Education,

and Welfare, 1968-69

to the

Senate Committee on Labor and Public Welfare

Subcommittee on Education

July 12, 1973

I appear here today in strong support of S. 335, the Community School Center Development Act sponsored by Senators Church, Williams, Humphrey and McClure.

The bill provides grants to institutions of higher education to develop programs in community education which will train people as community school directors and to local schools for new and expanded programs. It also provides for teams to assist communities contemplating the adoption of a community school program. It establishes an Advisory Council of seven members.

The definition of "community school program" in the bill is "a program in which a public elementary or secondary school is utilized as a community center operated in co-operation with other groups in the community to provide recreation, educational, and a variety of other community and social services for the community that center serves."

The logic, importance and value of this legislation has been cogently set forth by Senator Church and Senator Williams in their statements introducing the bill on January 11.

I especially wish to point out the importance of this legislation to making it possible for Senior Citizens to utilize the schools as community centers. There is a vast untapped source of voluntary community help which could be organized and utilized through community school centers.

These centers could also be used for parent participation and involvement in early childhood education. Parent involvement may require the availability of the center in the evening, on Saturday, or Sundays. Where a center had a day care program for small children, both parents might be able to attend discussions on child rearing, child development, budgeting, the problems of adolescence, and similar topics.

I am deeply concerned that there is such a great expectation from parents as to the role of "schooling" from age 6 to 21, and such little parent participation in the "education" of children. Schooling and education are not synonymous or identical. We need to develop the concept of life-time learning and make our schools, business, and the family a part of that process.

It is clear that parent and community involvement are necessary for effective education. That is why I support the community school center concept. It enables schools to reach out and work with parents and the community. It enables parents and the community to involve themselves with schools, teachers, pupils and education.

In a recent Gallup poll, 57 percent of the respondents said that when some children do poorly in school, the chief blame is due to the children's home life, and only 18 percent on the school or teacher, and 14 percent on the children.

The community school in large metropolitan centers played an important role in the early part of this century in enabling immigrants to learn English and the history of American institutions. I believe we could and should develop a community school program which would appeal to the needs of the disadvantaged, the ethnic groups locked into the inner city, the drop-out, as well as to the middle-income, retired, and upward aspiring person. I see the community school program as appealing to all groups in the community.

I believe we are going to abolish poverty in the United States in the next decade. The community school can and must assist in this effort.

The action by Congress in 1972 and in the recent amendments on the Debt Limit Bill go a long way toward abolishing poverty among the 25 million aged, blind, and disabled persons in the nation. We must supplement that effort with a diversified educational program for adults which will provide education over the entire life cycle--from pre-natal care through retirement.

I strongly favor increased Federal appropriations for education at all levels. I believe the Executive Branch is misreading public opinion when it does not support substantial Federal appropriations in education. Recent public opinion polls show some 60 percent of the American people favor increased Federal investment in education. There has been a consistent level of support for Federal aid to education for over 12 years as shown by public opinion polls.

I favor prompt and effective support for the enactment of S. 335.

I have read the letter of July 24, 1972, of the Secretary of Health, Education and Welfare commenting on the earlier bill, S. 2689. I vigorously differ with the conclusion of that report. The letter opposed "the creation of unnecessary new categorical programs in the field of Federal education legislation." I do agree with the Secretary that the programs envisioned in the proposed legislation "can be supported under present law and existing appropriations authorizations." But the fact is that the Department is not supporting the community school center program under existing authorizations.

Moreover, it is well known from experience that the Appropriations Committees of both Houses are very reluctant to provide appropriations for programs derived from some general authority and without any legislative standards or guidelines.

The report from the General Accounting Office of March 9, 1973, offers constructive help. I concur in the recommendations made by the G.A.O.

I would prefer to revise sections 103, 204, and 305 by including a specific maximum authorization of annual appropriations.

In addition, I would initially authorize the program for a five-year period with a specific direction to the Advisory Council to evaluate the first three years of the program and to send it recommendations for continuation, amendment, or repeal to the President, Secretary and the Congress in the fourth year.

I recommend that the members of the Advisory Council be appointed by the Secretary. This reduces the time involved in clearances and removes an additional burden from the President. I would also suggest that the House and Senate each have authority to include two public persons on the Council, thus assuring a broad public participation in the program.

Senator PELL. Thank you very much, indeed, Dr. Cohen. Yours is a very good statement. Shall we go on to your associate, hear from him, and then we have some questions.

Mr. VAN VOORHEES. Thank you. First, I would like to discuss the nature of the community as it relates to the potential of community education.

We can recognize the fact that in each community there are a number of people, in fact all of the people, who have unmet needs and wants. Each and every one of us have needs that could be served by existing agencies.

Secondly, recognizing that in every community there are agencies to serve human needs—agencies such as adult education organizations, public schools, the Y's, the welfare departments, et cetera. We also have, in each community, buildings that the larger portion every day, every week, every month, every year, go unused. There are not only school buildings, but the Y's, the churches, and private homes; and we have more space than we need if we could effectively use it.

Additionally we have a tremendous amount of individual talent in every community that goes untapped.

The only thing that is missing in this total effort is that of coordination, getting people with needs together with organizations and individuals that can serve that need. That is what we call, at least in its current definition, community education, getting people with need together with organizations and individuals that help meet that particular need.

And it all involves, hopefully, positive change. Looking over Senate bill 335, there are some things that I think need to be either implied or directly put into the bill; things as Dean Cohen has mentioned, that I think are important. The first one is to build in the necessity of coordinated conjunctive effort. I think we need to write into the bill something that states specifically that the schools or any other organization cannot work individually on a project of community education to the exclusion of others and expect that it will be community education.

Community education needs to involve in every way those organizations that can and want to serve in a cooperative effort to make that particular community, and as a consequence the State and Nation, a better place in which to live. I think that should be built into the bill so that all of the agencies that have potential service to a community feel a part of and participate in the actions of community education.

Second, I would urge extreme caution in the selection of university sites. I think Dean Cohen has spoken adequately to the fact that a lot of people jump on bandwagons simply because money is available. I would hate to see that happen in community education because the concept is growing, it is emerging, it is new, and it is difficult in many cases to understand. It is difficult for us to understand because we have been raised with the notion of competition. Business has thrived on competition. I do not think agencies can afford that. I think they are there to serve, and I think they need cooperation—coordination in order to thrive and to serve.

I think the universities that are selected, should this bill pass and should moneys become available, should be carefully selected to, first of all, explore the leadership in that university and its understanding, and dedication to the idea of cooperative effort through community education.

Secondly, to make sure that these are located very strategically so they can serve the population of the United States.

Something I think that was missing in the component regarding the universities is a research development and evaluation component. Dean Cohen alluded to the evaluation part. I would like to say that in addition I think research and development are necessary to the field. It is a new field. It is an emerging field. It lacks adequate research to back up, first of all, many of its claims. We can cite a lot of what I call touching stories, and we can give a lot of head count but little else at this point.

We can tell a great deal through educational research. We do, however, need some hard research, and I think the inclusion of at least one, and perhaps more than one, research center would be an addition that is vitally needed in this bill.

Speaking to the advisory council, I think the number should be expanded as Dean Cohen has indicated and I think that the Commissioner should select those individuals. I think care should be taken to see that we get the best in the field to provide some direction and some assistance in drawing up guidelines.

The selection of local sites is crucial. Dean Cohen spoke of title I. My first experience with title I was in assisting superintendents in writing evaluation components of their title I proposals. At that time I discovered they really did not understand title I, first of all. They had in mind very little about positive change in public schools. They had in mind how can I give money? As a consequence, they found out what was being funded—which tended to be reading programs at that time—and they got on the bandwagon of reading programs, because they thought that was what title I was all about.

I think it is important that we not go after school sites simply because they happen to be strategically located or happen to show an interest, but we should go after sites that have shown previous interest, not sites saying now that money is available, we would like to jump on the bandwagon, but saying we would like to go further, we would like additional help.

I think our experience in Michigan with aid going through, as Dr. Marland, has spelled out, other organizations, other bureaus, other bills, or being carried under other legislation, proves that we cannot implement community education in that way. It must be spelled out specifically. Otherwise, it depends on where it is placed—under what bill—what it will look like in its ultimate form. For example, if it is placed within the area of adult education, it will become an adult education bill. If it is placed in the area of recreation, it will become a recreation bill. We need it to become a community education bill, emphasizing the notion of coordination of all agencies in service to their community, meeting the needs of individuals, groups, and the total community.

I support the bill with revisions. I feel very pleased that it has come to this point. I would like to close my comments with a comment about a situation that happened to me in McLeansboro, Ill., dealing with the aged, where the schools had taken upon themselves community education programs—providing space for senior citizens, people in that community who voted negatively with regard to education all of their aged life, and who had been provided space to do their thing.

They had gone from playing pinochle and arguing politics to involvement in a ceramics project. I stopped in the week before Christmas and talked to two women in their late 70's and asked them, first of all, how they felt about education, and they could not say enough in positive terms about the school and its educational program.

I asked them what they would be doing if they were not there that particular day. One lady without hesitation said: "I know exactly what I would be doing. I would be home on my davenport with a cold rag on my head. I would be sick. I would have called the doctor at least once today."

She said: "You know, since this program started, I have not been sick a day."

I think community education has meaning for families, meaning for the aged, meaning for the young, and meaning for all of us. I heartily support it.

Senator **Pell**. Thank you very much. I find your testimony and Dr. Cohen's testimony particularly helpful. Dr. Cohen brings with him the viewpoint of educator and administrator, this unique view is his since he has performed in both capacities. Why do you think a Federal program is needed to support this kind of activity?

You in Michigan have already done it, within the framework of present laws and with local community support.

Mr. **Cohen**. Yes, I add here to the general principle of Federal leadership and coordination in the educational area, as is the case in early childhood development, special education for the handicapped, vocational education, the Federal Government's interest is of vital importance to the encouragement and stimulation of local growth.

There is no question that if the Federal Government does not contribute to something in the educational field, there is a real question whether the Federal Government, that is, the Congress of the United States, thinks it is important. When you create a categorical program, as I said, what you are saying is that this committee, this Congress, the elected representatives of the American people think this is an important area to be emphasized.

That has a dramatic important catalytic effect in many communities.

Second, it gives an opportunity for coordination of the program so that instead of having a miscellaneous series of local programs, you do have some kind of coordination and exchange of information through the Federal process.

Third, it also acts as an evaluation device. Our big problem in education is that we have 18,000 school districts in the United States, with 18,000 school boards, with 50 some different State agencies, with 2,800 institutions of higher learning, and with 1,200 schools of education. All of that is good. That is part of the decentralized pluralistic system that we have, that we want to keep.

But at the same time when you ask a simple question, or when you think you ask a simple question, what is the best idea in education along a particular line, it is very difficult to get an answer to that question, because despite what you have done in recent years in strengthening the Office of Education, there still are not sufficient evaluation and research funds, nor is there sufficient agreement on criteria to enable Congress and the American people to evaluate all of these as independent units.

That is one of the reasons why you created the National Institute of Education, and I hope you will finance it and strengthen it and keep an independent device. But you still have to have categorical programs that people can understand.

Education is a large diversified mass of different programs involving 60 million people in the country, 3 million teachers, and so on. But when you ask a specific question—is this kind of program in that kind of community working well?—nobody can give you an answer to that unless the Federal Government has a unified evaluation research program in that area.

Senator Pell. When it comes to the suggestions of who should do the evaluating, it would probably be best not to turn that over to the Secretary to evaluate himself, I would think it better to have some outside evaluation made. It would be very hard to get an honest evaluation from one GS–X about a colleague, GS–Y. He could be an old friend, work for the same boss and so on.

How would you handle that question of having truly objective evaluation?

Mr. Cohen. One of the reasons why I want to have an independent and strengthened advisory council is that I would have the advisory council set the guidelines for evaluation. I would have the advisory council proceed to develop guidelines that indicated the areas of evaluation and the sources.

I do subscribe, however, completely, to Professor Van Voorhees' idea that there should be some money to create one or two top-notch independent research units in universities that are competent to do this, so that there is an outside competence. I would also use both profit and nonprofit university and nonuniversity people, Government agency and others, in various aspects of evaluation for which they were competent.

But the guidelines should be specified by an independent advisory committee which has membership of fixed duration on a rotational basis, and they should among other responsibilities, review the evaluation, and give their own independent view of it.

Senator Pell. Would this be a separate body from the community schools advisory council?

Mr. Cohen. No, sir. Same one.

Senator Pell. Let us say, for the sake of argument, the program is a failure. How can you expect the council, which has a vested interest in it, to say that it is a failure?

Mr. Cohen. Well, that is a difficult problem. I would, however, do this. I completely support the kind of provisions that would give the General Accounting Office authority to go in and be one of the evaluators. In other words, I would have a kind of checks and balance system.

I think, in addition, let me say to you that the present Comptroller General has done simply a marvelous job building up an evaluation unit in the GAO. I think they are doing an excellent job and they want to improve. I think you ought to write in that the GAO would have full access to all the records, and then you would authorize them to make their own independent evaluation, plus the committee can always ask the GAO to take a look at it.

Senator PELL. I realize that. But when you come to oversight, you feel a little overburdened. Our staff of two looks at two piles of reports about this high from the floor——

Mr. COHEN. Yes, sir; I might say that the Secretary of HEW has that same difficulty about these programs.

Therefore, I think your point is well taken. There is no complete solution to this checks and balance point. You cannot have everybody checking on everything before everything is done. I would have the advisory council, I would have the GAO, and I would put money in for financing some independent outside university, and my point would be out of that it ought to come to reasonable contribution.

Senator PELL. I would like to touch for a moment on financing. Representative Lehman in his statement suggested that the bill be amended to provide for a 3-year funding cycle with decreasing Federal matching in each of the 3 years, instead of the 100 percent level, specified in S. 335. What would be your view on that?

Mr. COHEN. Well, there are several points in there.

Senator PELL. Also before you answer that question, at what level do you believe this bill should be financed, because this committee is traditionally opposed to "such sums as may be necessary" and would like to put in a specific amount.

Mr. COHEN. Let me say, first, that I favor a 5-year program, and I really should say, to be more accurate, a 6-year program, because I am suggesting a 1-year planning grant, which is a nonoperative one, but then I am favoring a 5-year operative grant program.

So really what I am talking about is 6 years.

In the first year, Senator, I would make a maximum authorization of about $1 or $2 million to allow the staff to get appointed, the director to be appointed, the advisory council, guidelines and so on.

Second, I would then in the second and third year provide something in the nature of a very modest amount, recognizing that you are going to have a problem with the present executive branch on the money. I would not go too high in the initial 2 years to try to provoke a veto and to provoke concern over the Appropriations Committee, plus it is a good idea to be a little parsimonious in the early years of the program to make the administrators feel they have to justify how they are going to spend it.

I would say maybe in the second or third year $5 million to $10 million, and maybe $15 million in the third year. I would put in a maintenance of effort requirement in connection with any school district that got the money with 100 percent Federal financing.

For years 4, 5, and 6 I would provide authority to the Secretary to provide in the regulations that he may, if he deemed it appropriate in any individual case, require some partial funding from the recipient. I would not make it mandatory for the simple reason that you may well in some communities wish to have 100 percent financing. In other communities, where they are farther along as you said, you might get 25 percent or 50 percent local support.

I would prefer to have a rule that said in initiating new projects they could be 100 percent, or a community that has been doing it for 1 or 2 years, it might be 90 or 95 percent. In a community that has been doing something for 25 years, they might be able to put up 10, 15, or 20 percent.

I would do that and then I would have that for one of the points for exploration and evaluation, what should be the proper matching proportion.

But in getting a program started for the first few years, I would prefer 100 percent Federal financing with a maintenance of effort provision.

Senator PELL. Thank you very much indeed. I think these suggestions are helpful, and I trust the staff is noting them down. I believe they will be found acceptable. Senator Kennedy.

Senator KENNEDY. I want to join in the welcome of Mr. Cohen to the committee. I think all of us share the expression of our chairman, Senator Pell, in recognizing the background from which these suggestions are made.

Mr. Cohen, you have had a distinguished career in HEW as Secretary, Assistant Secretary, and Under Secretary, some 7 or 8 years, and had a great deal to do with development of much of the education as well as health and other programs. So I want to welcome you here and also to say how much we appreciate the constructive suggestions that you make.

I imagine you are somewhat perplexed with the administration's view about the whole community school program, as I am. There are current comments that they feel the program has some merit and in their statement—Mr. Marland's statement—that community schools represent a viable mechanism for ending the fragmentation of the social services that now exist.

They indicate in other places that the Department enforces those goals as worthwhile. Then their indication that they have sufficient authority, but they refuse to request any appropriation for that particular program.

Do you draw any conclusions from that apparent dichotomy of general kinds of endorsements and yet failaure to request the funding for these programs?

Mr. COHEN. Let me say, first, Senator, to define my own biases on this, before I answer the question, I am a strong advocate of categorical programs, contrary to the view of the present administration and of my good and distinguished friend, the former Secretary of HEW, Elliot Richardson, for whom I have only the highest praise. Secretary Richardson and myself have discussed this many times.

I believe in categorical programs. I believe in programs for the mentally retarded, specifically for mentally retarded. I believe in programs for the aged. I believe in programs for nursing homes. I believe in programs of grants for schools of public health. I believe in programs for regional medical centers and comprehensive health service.

Now why? This is not a view that is taken irrationally. It is because it is a method by which the Congress of the United States defines the priorities on the expenditure of funds, the allocation of manpower, and the development of program emphasis.

Therefore the view of the present administration on how categories ought to be abolished or wrapped up in single program sounds good on paper, as if it were a simplification, but in a sense it is a denial of what I think is not only the constitutional but the economic and political responsibility of Congress to make program emphasis and program direction.

Now that is not to say that some categories could not be combined. I vigorously supported for many years the recent action by Congress in the 1972 legislation for combining the grants for the aged, the blind, and the disabled and welfare very sensible one. I advocated that 20 years ago. President Truman recommended it in 1949, long before Mr. Nixon or Mr. Weinburger came on the scene.

But it took from 1949 to 1972 for Congress to accept it. I favor coordination and consolidation of programs, as, for instance, I would favor putting regional medical programs and comprehensive public health planning together in one program. That is sensible.

But when you are through with that, it is still a category. That would be a category of regional and comprehensive health planning. So I do not think this issue of categories have been made an unwise, unsound, irresponsible conflict with the Congress. On the whole in this context I am on the side of the Congress for the maintenance of categorical programs.

So my view on these kinds of questions is quite different than Mr. Richardson and Mr.Weinburger. I urge strongly for Congress to continually look at categorical programs and combine them and make them wider or make them simpler, but do not think that you can end up by having one single gigantic health program or one gigantic education; and might I say, if you did, that is still a category.

Point No. 2 in this discussion is this. Different kinds of programs are in different types of evolution, as you know so well. When we were working on the mentally retarded program, we recognized that the mentally retarded program in 1963 was submerged in the mental health program. It was important at that historic moment in time to separate mental retardation, and I can only say, as I was responsible for handling its implementation it was not easy. There were a lot of objections to it. But it was the right decision to set that out, because mental retardation needs the safeguards, the independence, the dynamism that came from identifying the separate program and I think it still is a good categorical program and should not be submerged in any other program.

Now if you tell me that after the mentally retarded program has operated 100 years, and ought to be merged with something else, well let us look at it and that time, but I am opposed to merging the mental retardation program into the mental health program or into the program for the aging or any other program at this time.

So my answer to your question is that the administration is advocating an unsound policy, not appropriate to the evolution and development of the program, and in a real sense is a denial of Congress responsibility. I can talk at this at length—I better stop because I feel strongly about it, if the administration's program of categorical—to try to simplify categorical grants is so sound, why do they not come into Congress and recommend that all the independent National Institutes of Health be abolished and make one big National Institute of

Health? You would not find a single important and significant medical person in the United States who would support that.

Senator KENNEDY. Not many are supporting their health programs, generally, in any event.

Mr. COHEN. No; I merely want to say I appreciate the leadership you took in getting the present categorical legislation continued and to get it passed without a veto. I think that was a most tremendous achievement.

Senator KENNEDY. Could I ask you, Mr. Cohen, just what reaction you have to these schools that exist out of Michigan? Are you familiar with any detail? Is there anything you would like to just tell us about?

Mr. COHEN. I have, personally, viewed the Flint program. I went through it with Mr. Clancy, this gentleman here, who is the associate superintendent of the schools of Flint, he has taken me through. I spent several meetings with Mr. Mott before he died. Mr. Mott talked with me, and he was a very ardent Republican, and he asked me how he could get Republican support for this program.

I said to him I think you are asking the wrong man how to achieve it. He said he never had been able to get any support out of the Eisenhower administration or the Nixon administration for these programs. Now that goes back to the point in Mr. Marland's letter that they got the existing authority. Well, if they have got the existing authority, why do they not use it? The reason they do not use it is not only because it costs money, but if they went to the Appropriations Committee, the Appropriations Committee would say: "Where is your specific authority? Do not tell us that you have got general authority, because if you follow what Mr. Marland says, all Congress would have to do was pass a law, a one sentence law which is there is hereby authorized to extend as much money as Congress wants on any program in education."

That would give the Department complete authorization to do everything. Obviously that is unrealistic, and the Appropriations Committee would not respect it. So I think, Senator, that what you need is specific authorization, and I think the Flint program is a very good program.

We have a good program at the University of Michigan. Professor Van Voorhees is the head of our program. He is trying to develop leaders of this program throughout the country. What the community education program has shown as a potentiality could be very widespread. Now there was one statement in my testimony which you might like to ask me about. I said that I think the major domestic thrust in this next decade, not the only one, but a major one will be the abolition of poverty in the United States.

Now it is very simple to abolish poverty by giving people money, and it would not cost very much. Sooner or later some President in the United States is going to advocate a program that will be practical that will abolish poverty by giving people money.

Accompanying that must be a program that will accomplish education by keeping people out or poverty, by developing skills and knowledge that they have. The community school, the community education program is the vehicle to do that.

You can have classes that deal with adult basic literacy. I would like to see the schools open on Saturday and Sunday. I do not see why the schools do not open on Saturday and Sunday so that fathers and mothers can go together on problems, let us say on better nutrition for children. When you read the McGovern report on nutrition, and you start to think how are we going to get in the people's minds the idea of what better nutrition is, and you have got 18,000 school districts in this country with thousands of schools that are closed on weekends, the thing that comes to my mind is why not open them up and have classes on nutrition for mothers and fathers and children and make the United States a country in which there is no malnutrition? It is within our competence.

You could have prenatal and postnatal courses on Saturday and Sunday.

When you see our infant mortality rate in this country, you become concerned. I happen to agree with the AMA in one respect, the infant mortality rate is not simply a matter of medical care. It is a much more complex matter of education, nutrition, spacing of children, parent responsibility, parent involvement. Now, there is no reason why you cannot open the schools of this country on Saturday, Sunday, during the evenings, and give parents the kind of educational things that they want, which would overcome many of our social problems.

So when I view the problem of the abolition or reduction of poverty in the United States, on the one hand the Senate Finance Committee has its responsibilities for financial aid, and I say the responsibilities of this committee in connection with education should be a companion piece of legislation that provides the educational, the school, the knowledge of abolishing poverty in this country.

Senator **KENNEDY**. Very good. I want to thank you for your testimony. I think it has been very, very helpful as always.

Thank you, Mr. Chairman.

Senator **PELL**. Thank you very much, Senator Kennedy.

I thank Dr. Cohen and Mr. Van Voorhees for coming here very much indeed.

Mr. Van Voorhees, your statement will be made a part of the record.

[The prepared statement of Dr. Van Voorhees follows:]

PREPARED STATEMENT OF CURTIS VAN VOORHEES, CHAIRMAN, EDUCATIONAL ADMINISTRATION, UNIVERSITY OF MICHIGAN, ANN ARBOR, MICH.; AND PRESIDENT, NATIONAL COMMUNITY SCHOOL EDUCATION ASSOCIATION, FLINT, MICH.

The idea of community schools has been good. Using the buildings on which the American people have spent billions of dollars a greater portion of each day, week, and year has merit. Making learning a focal point in every family is worthwhile. But to stop with the idea of community schools would be a disservice to all of those who have worked to develop the broader, and I believe better, idea of community education.

First, consider the fact that in every community, agencies and institutions exist to serve the needs of local residents. Organizations ranging from churches, schools, Y's, parks & recreation, and welfare to service clubs and local special interest groups work with the intention of making each community a better place in which to live. And the intentions of all of these organizations is, by and large, good.

But the notion of competition, so worthwhile in American business has carried over to the service organizations and may be, as I will attempt to point out, destructive to the very purpose of those organizations. Service organizations with a minimum of cooperation and a maximum of competition are defeating the very purpose of their existence.

Most organizations are dependent upon the citizens, either local, state or national, for financial support of their work. As a consequence a great deal of time and effort goes into raising funds or creating an image that encourages contributions, either direct or indirect. But some types of service programs are positive image builders and others are either negative or neutral image builders. So it behooves organizations to compete in the positive image building programs and ignore the rest for the simple reason of survival. In a situation of competition for limited dollars one would naturally opt for the flashy, newsworthy, praise-gathering program as opposed to the criticism-producing, less interesting, and more difficult ones.

The most recent in the developing philosophy of community education insists that community organizations work together in a cooperative effort in an attempt to increase service and reduce cost. Cooperative effort would involve mutual study and planning, joint use of facilities and staff, and positive program building through cooperative work. It should be possible to reduce costs, increase service, meet more human needs and avoid costly duplication by promoting the concept of cooperation rather than competition.

Local residents can and should help identify needs; and local organizations already have nearly sufficient facilities and staff, if used conjunctively. The missing element is coordination—the coordinator of community education. This would be a person or persons who owe allegiance only to local people and whose job it is to bring about cooperation in all phases of program development. This person is a specialist in motivation, planning, needs assessment, communication and common sense. He may be housed with any of the participating organizations but must not be controlled by any of them. His job is to identify local need and bring about the best response to that need using local talent. He must not create a new service organization (we don't want to repeat the weaknesses of Model Cities) in competition with existing organizations but must use the techniques of his trade as a community education coordinator to get the job done by local organizations. In this way organizations should be more productive, less time should be spent in destructive behavior toward other organizations, more money should be spent in service, less time should be spent in fund raising, and people should get far better service for their dollar.

A second consideration in regard to Senate Bill 335 is that of training and dissemination centers. The idea of using institutions of higher education is a good one. But care should-must-be taken to select institutions capable of carrying out the job of community education. The leadership of the institution must thoroughly understand the broader concept of community education development and must not compartmentalize the program in one of the areas of potential service (e.g. adult education, school administration, or recreation). To do so would limit the potential service of the center. Nor can the center become an end unto itself. It must be free to cross all discipline boundaries and must not be dependent on any one of them for funding.

In addition to training and dissemination, money should be made available for the establishment of one or more research and development centers. The field of community education is lacking in solid research both as to the effects of the process and the development of new and better techniques. A research and development component is essential.

Thirdly, the Advisory Council and the placement of leadership within the staff of the Commissioner of Education is vital. The best people in the field from as broad a background as is reasonable should serve on the council; and seven is probably not sufficient. And a super-grade, probably G.S.–17 or better, should serve to head the program answering directly to the commissioner rather than to any existing bureau head. Only then can we expect that undue pressure will not create a competitive program.

As a fourth consideration, I believe that more attention should be given to the selection of community education sites. Care should be taken to assure that communities with the greatest potential for illustrating cooperative community education receive the bulk of the assistance. Communities exhibiting no previous interest in the idea should be considered last while those already involved should be helped to become even better. No dollar band-wagon should be encouraged or even allowed.

Finally let me say that as an educator I'm always pleased to see greater consideration given to helping schools do a better job. But, while the schools are an important and rather stable part of every community, they are not the only organization offering service in any community. Community educators believe in the encouragement and development of existing organizations through cooperative effort, not the elimination of organizations through competition. Through cooperative community education effort we can all do a better job of serving the people we are supposed to serve.

With the above in mind I totally support Senate Bill 335 in its intent and ask only that consideration be given to:

1. Changing from community schools to community education;
2. Guidelines be drawn to better assure the best training centers and the best local projects;
3. A research and development component be added;
4. The placement of the administrative and supervisory component of the bill be spelled out as indicated; and
5. That the method of selecting the best advisory council possible be identified.

Senator PELL. Our next witness is Mr. James R. Dorland, executive secretary, National Association for Public Continuing and Adult Education.

STATEMENT OF JAMES R. DORLAND, EXECUTIVE SECRETARY, NATIONAL ASSOCIATION FOR PUBLIC CONTINUING AND ADULT EDUCATION, ACCOMPANIED BY DAVID G. PUDDINGTON, EXECUTIVE SECRETARY OF THE NATIONAL COUNCIL OF URBAN ADMINISTRATORS OF ADULT EDUCATION

Mr. DORLAND. I am accompanied by David Puddington, executive secretary of the National Council of Urban Administrators for Adult Education which represents the 185 largest cities in the United States.

Both of us have written statements which we would like to submit for the record.

Senator PELL. They will be inserted in full in the record, and we will be interested in any comment you may have on them.

Mr. DORLAND. I wish to make just a few key points now. I am aware of the time limitations and the fact that people much more experienced in community education than Mr. Puddington and I are here to testify before you.

I am pleased that Dean Cohen is here today, because I am certain that without the leadership which he and some of his compatriots exerted in the early 1960's, we would not have the categorical aid for adult education which we have been enjoying since the passage of the Economic Opportunity Act in 1964.

When we testified on the House side in March concerning the extension of categorical aid for adult education, Dean Cohen very graciously volunteered to appear and made an opening statement in which he articulated similar reasons for the extension of categorical aid for adult education which he mentioned today.

It seems to me that in many respects community education right now is at a place similar to where adult education was a decade ago. It is on the verge of getting a Federal commitment, and it is not certain exactly in which direction to go.

I am not here as an expert on community education, although I have long admired the contributions which the Mott Foundation has played in the development of community school programs across the country. I have been privileged to visit Flint on a number of occasions. I have seen the work that has been so capably started in the various community education regional training centers across the country; and the presence of such people as Dr. Van Voorhees, Mr. Pappadakis, and others who are here to testify concerning the bill, is evidence of the fact that we are developing very capable new leadership in the field of community education.

As an adult educator, I am pleased that I have been able to appear before this committee on a number of occasions, and I have always been accorded the courtesy of working very closely with staff members, both majority and minority sides. The most recent time we were here was on June 28, and I am glad to say the testimony which I am bmittin now is consistent with that.

On June 28, the discussion was the Adult Education Amendments of 1973, and one of the points which those of us in adult education insisted upon is that there be included for the first time in this authorizing legislation a definition of community school programs. Admittedly, the definition was more narrow than the one which we had hoped for, and we testified in behalf of expanding the definition so that it would include the facilities of community and junior colleges as well as the facilities of public schools. So to that extent, our testimony today is consistent with that.

We also wish for the community schools and community education to be included in the adult education delivery system. We felt one way to assure this was to include a definition in the new authorizing legislation.

I am here primarily to suggest that natural partners in community progress are adult educators and community educators. All adult educators across the country have not yet had the opportunity to study in detail this proposed legislation. This is a historic first step, the first hearing for this field.

I really am here primarily to pledge the support of the adult education community as you seek to take that first step in a climate which is not necessarily conducive to establishing new categorical programs.

Those of us in adult education have been concerned and are concerned at this point with the survival of our program as a categorical aid program. So the fact that community education is coming before you seeking to be included as a new program of categorical aid means that there is a very difficult and long road to travel.

During the months ahead the debate is going to be joined between proponents of categorical aid for education and those who feel that special education revenue sharing is the correct route to take.

Concerning this specific bill, S. 335, I am glad to say that our association and other adult educators have been involved in some of the analytical sessions which led up to today's testimony. I can say that I support the proposed changes as articulated particularly by Dr. Van Voorhees, because those represented the result of considerable discussion prior to today. I would ask that as the committee looks at this legislation that you do take a broad view of community education and that it not be restricted to community schools per se. I recognize the importance of the advisory council function, and having worked so closely with the Advisory Council on Adult Education (a Presidentially appointed one I might say, and now waiting for the appointment of five new members) I recognize there are some implicit problems in presidentially appointed advisory councils, as there are in all kinds of advisory councils.

Dr. Van Voorhees has suggested some changes in the proposed advisory council, and I do think this is one area in which you should look quite closely.

As I say, neither Mr. Puddington nor I are experts in this field. However, his constituents in the 185 largest cities and other adult educators which NAPCAE represents across the country work closely with community educators.

In some instances the adult educator and the community educator are one and the same person. We are very proud to be a part of this exciting movement, and I am here primarily to pledge our support in the months ahead, as community educators start on this very interesting and difficult legislative path.

We thank you for your invitation.

Senator PELL. Do you believe that this legislation should be passed even though we have the authority to do most of this under the present law?

Mr. DORLAND. I believe it should be passed. We all know we have many things to do, but that they are not being done. We have authority to do so many more things than we have the financial resources to accomplish. We recognize that when the decisionmakers have to list the needs, they are not necessarily the needs of the people who have been so long neglected.

When we see school buildings opened on a round-the-clock basis, Saturdays and Sundays, and see people involved in uplifting and enriching activities—whether they are adult education, recreational or whatever—we see the results of just a little bit of money. But quite frankly, Mr. Chairman, to date not many of the decisionmakers have placed a very high priority on the needs of community education and adult education. In some enlightened communities, this has happened, but we are not a part of the mainstream as yet.

Senator PELL. Very good. I thank you both very much indeed for letting us have the benefit of your views. Thank you very much.

[The following information was supplied for the record:]

STATEMENT

To The

SENATE COMMITTEE ON LABOR AND PUBLIC WELFARE

EDUCATION SUBCOMMITTEE

Honorable Claiborne Pell, Chairman

S. 335

COMMUNITY SCHOOL CENTER DEVELOPMENT ACT

Presented By:

James R. Dorland, Executive Director

National Association for Public Continuing and Adult Education

July 12, 1973

Mr. Chairman and Members of the Senate Education Subcommittee:

Thank you for permitting an adult education voice to be heard as you discuss the federal government's role in community education. I have been privileged to discuss S. 335 with a number of adult educators as well as community educators. In addition to serving as Executive Director of NAPCAE, I also serve as Executive Secretary of the National Council of State Directors of Adult Education and as chairman of the Legislative Committee of the 15-member Coalition of Adult Education Organizations. We were pleased that our adult education panel could appear before your Education Subcommittee on June 28 testifying in support of S. 1814, the Adult Education Amendments of 1973. That proposed bill contains a definition of the term "community school program." We supported an expanded definition that would include the facilities of community/junior colleges as well as public elementary and secondary schools.

During recent months we have worked closely with the National Community School Education Association and other groups which appeared before your Subcommittee in the panel testimony which was scheduled yesterday. A long-standing out-of-state commitment made it impossible for me to be a member of that panel but I was able to be a part of the discussions which preceded their testimony and I feel certain that adult education points of view were expressed by the panelists.

Our Association has long been committed to the belief that our public educational facilities should be used to the maximum extent possible. Public education buildings are not constructed for the exclusive use of any single group--boys, girls or adults. We believe strongly that every school building has the potential to become a community center in the true sense. The underutilization of this vast national network of readily available facilities remains a blot on our record of educational achievement. Adult educators and community educators are natural partners in progress. The sole reason for the existence of both groups is to serve the needs of people.

We support the basic concepts spelled out in S. 335. However, we are hopeful that the proposed bill will be modified so that it is broader in its approach than it was initially designed and that it will truly encompass the broad spectrum of "community education" rather than being confined to "community schools" in a narrow sense. We recognize that there is a dire need for more communities to become involved in community education and for more universities to assume leadership in the training of community education teachers, supervisors, directors and coordinators. Even a minimum federal expenditure will have the effect of providing the "seed money" which is so desperately needed for new programs to get off the ground. At this first level of federal involvement it will probably prove more effective from a cost standpoint for the funds to go directly from the federal government to local communities and training institutions. However, we do hope that the Subcommittee will at some time in the near future consider involving state departments of education in the community education delivery system.

We have some question as to the advisability of establishing a separate Advisory Council for community education at a time when the reason for existence and the level of contribution of national advisory groups is being subjected to serious scrutiny. We would like to pose the possibility that the legislative mandate of the National Advisory Council on Adult Education might be enlarged so as to include community education within its scope. In any event, we do support the concept that the existence of a carefully chosen and adequately-staffed advisory council can add immeasurably to the effectiveness of an educational program such as community education or adult education. Our concern arises solely from a fear of undue proliferation.

Community education is even newer on the American educational scene than is adult education. We feel that the federal government can provide impetus to both movements at a critical time in their development. Our implicit belief that every person has the capacity for individual development and enrichment from birth until death means that we strongly support the need for federal support of community education as well as adult education. We will be pleased to work with your Subcommittee in any appropriate way as you ponder the nature of the federal role in community education.

Our American system of free public education has been a limited system to date: we have carefully excluded those who have been unable to take advantage of the educational services during their youthful years. We have chosen the magic age of eighteen or nineteen or twenty-one as a cutoff point. Community education proposes to open up the system to everyone who has the interest or the inclination to become a part of it. Those of us who are proud to call ourselves adult educators strongly support the community education movement and we are pleased to support the fundamental concepts which are spelled out in S. 335. Thank you for permitting us to testify before you today.

Addendum to the

STATEMENT

To The

SENATE COMMITTEE ON LABOR AND PUBLIC WELFARE
EDUCATION SUBCOMMITTEE

Honorable Claiborne Pell, Chairman

S.335

COMMUNITY SCHOOL CENTER DEVELOPMENT ACT

Mr. Chairman:

The constituents of the National Council of Urban Administrators of Adult Education (NCUAAE) are the directors of adult education in the major urban areas of our country--communities of 100,000 or more. In many, many cases these adult education directors are the community educators or they work closely and cooperatively with the community educators on a day-in and day-out basis. For that reason the NCUAAE is very much interested in this bill, the Community School Center Development Act--S-335.

I am pleased that Mr. Dorland would include me in his time for testimony.

David G. Puddington

David G. Puddington
Executive Secretary, National
Council of Urban Administrators
of Adult Education

Senator **Pell.** Our final witnesses are Mr. Nick Pappadakis and Mr. Peter L. Clancy, Mr. Pappadakis is executive sesretary, National Community School Education Association; and Mr. Clancy is director, the Mott program of the Flint, Mich., Board of Education.

STATEMENT OF NICK PAPPADAKIS, EXECUTIVE SECRETARY, NATIONAL COMMUNITY SCHOOL EDUCATION ASSOCIATION, AND PETER L. CLANCY, DIRECTOR, THE MOTT PROGRAM OF THE FLINT, MICH., BOARD OF EDUCATION, CONSISTING OF A PANEL

Mr. **Pappadakis.** My name is Nick Pappadakis. I do have a written statement I would like to submit for the record.

Senator **Pell.** That will be printed in full in the record following your remarks.

Mr. **Pappadakis.** I have to begin today to tell you what a pleasure it is to be here, mainly because I have been in Washington and surrounding areas, Baltimore, quite a few times in the last few months. I must tell you that with all the Watergate news we have seen in the newspapers, it has been a real pleasure to come here and work in the development of this hearing today with the type of people we work with here in Washington, and this is Senator Church's office, Senator Williams' office, Senator Pell's office, and, of course, Congressman Riegle's office, Congressman Lehman's office, and Congressman Perkins. The dedication that we found among the staff here in Washington has just made this a wonderful experience in working with these people here in the development of this hearing.

I have been executive secretary for the National Community School Education Association since its origin in 1966. Prior to that, I was community school director serving in elementary secondary schools, and in the junior and community college. I should begin by also thanking the national associations that gave testimony in these hearings.

We had a series of meetings with national organizations, asking for their input in making this bill the kind of bill that will be meaningful and helpful.

I would like to first tell you very briefly that the National Community School Education Association was established in 1966 as the result of many national community school directors who felt that they needed better communications between themselves, and a chance to discuss their problems and concerns with people of similar persuasion.

The attempt to meet this need resulted in the establishment of the concept of a national organization to assist all community educators in improving their educational systems and their communities. Bylaws were established, incorporation papers were prepared, and memberships were accepted. A request was presented to the Mott Foundation for some initial support, and this was granted.

The Mott program provided released time for a staff member to assume the responsibilities of executive secretary, and the National Community School Education Association was officially established. The years since 1966 have been years of growth and maturation for NCSEA.

Since 1966, the organization has become increasingly national in scope and increasingly concerned with the need to broaden its services to assure relevancy to its entire membership. This growth and maturation process has been matched by a steadfast effort to maintain the basic principles of community education and to support and encourage all efforts toward this end.

While the association extends and expands its services to its members, it maintains its basic commitment to the idea that all schools should become community schools and that all educators should become community educators.

The purpose of the National Community School Education Association is to further promote and expand community schools as an integral and necessary part of the education plan of every community.

Recent years have seen a rapid growth of community schools and an increasing acceptance of the community school concept throughout the Nation.

Growing numbers of educators and civil leaders are taking part in this new movement. The National Community School Education Association has been established as a "clearinghouse" for the exchange of ideas, the sharing of efforts, and the promotion of programs.

Today, there are over 700 ongoing community school districts in the United States and Canada, as well as many new programs and related projects in the planning stages.

NCSEA, which has its headquarters at the National Center for Community Education, 1017 Avon Street, Flint, Mich., currently has 2,000 members; 9 State community education associations located in Florida, Idaho, Massachusetts, Michigan, Minnesota, New Jersey, Ohio, Oregon, Utah; and two regional associations.

What does it cost for a community school, and what does a community receive in return?

School buildings have facilities adaptable to broad community use. It has been traditional that most school systems use their facilities 6 hours a day, 1,400 hours a year. A community school may be used for 3,800 hours a year by expanding to afterschool, evening, Saturdays, and summertime.

Owned and operated by the local school district, expansion of the role of the school avoids creation of new agencies and new coalitions that are often duplicative and competitive. By adding one person, a school becomes a human development center, he becomes coordinator of community resources.

This person is a full-time, trained community school director, community education coordinator, community school agent, community activities director, community activities coordinator. His title isn't important but his function is. That is to promote and coordinate the use of all facilities in the community which he serves.

The total cost of this approach is 1½ percent of a school budget in some areas to a high of 5 percent in others. Therefore, the school community triples the use of its facilities.

What does a community receive for this added cost? Adult education, occupational retraining for adults, academic enrichment classes for youngsters, recreational and social enrichment activities for adults and young sters, family educationand counseling, civic affairs and discussions, health clinics and forums, teen clubs and teen counseling, Boy and Girl Scout activities, big and little brother activities, senior citizen activities, et cetera.

Why should the school play this role in community education?

(*a*) The size of the population group served by an elementary school is about the right size for community organization and interaction.

(*b*) There is an entree into much of the community through a common interest in children.

(*c*) It is well located as a facility.

(*d*) It is the least threatening of all social and governmental agencies.

(*e*) It is publicly financed and thus viewed as belonging to the community.

(*f*) It is more acceptable to other institutions and agencies. The point is that there is a need for coordinating the efforts of the community, and it seems that an existing institution might better play this catalytic role than to create a new agency for such a purpose.

Aside from its potential for coalescing community effort in fields of health and social welfare, the community school concept is defensible on the fact alone that its involvement of the community in affairs of the school cannot help but have a positive effect on the development of a relevant, efficient, and soundly financed plan of education for youth.

In closing, NCSEA strongly supports and urges adoption of Senate bill 335, for as our motto states, "Let us be known by our deeds, let community education be known by its deeds."

Senator PELL. Thank you very much indeed. Mr. Clancy.

Mr. CLANCY. If I may, I would like to speak from three perspectives. One is from that of the chairman of the task force of 15 or more practicing community school administrators convened about 2 years ago, by Commissioner Marlin, U.S. Commissioner of Education at the time, for the purpose of suggesting to the U.S. Office of Education what might be their national role in community education. That is one perspective, as chairman of that task force.

The second perspective I would like to speak from is that of the 20 years of association with the development of the pilot or demonstration community school program in Flint, the last 10 of which were spent as chief administrator of that program, and the third perspective from which I would like to speak is that of my present capacity which is superintendent of schools in Flint, Mich.

I would like to note that some 2 years ago Commissioner Marlin convened a task group, drawing people from all parts of the country—Massachusetts, North Carolina, Maryland, Florida, Utah, California, Michigan, Minnesota. At that time we were charged by the Commissioner of Education to spend 2 days with certain staff of the Office of Education in order to develop suggestions that would make possible community schools as a national program.

Senator PELL. I would like to interrupt you for a moment. There is a rollcall vote going on and you are the last witness, so we are going to have to end the session in about 5 minutes.

Mr. CLANCY. I should be finished by that time.

I should like to make the point that the suggestions that this task force made to the Commissioner of Education are essentially the components of the present community school bill which is under consideration. I think that that is significant from the standpoint that the Commissioner of Education convened a group of practitioners, asked for their suggestions, and those suggestions are what amounts to the bill presently under consideration.

From the perspective of the administrator of the demonstration community school program in Flint, I should like to make this observation for the committee to consider.

The Mott Foundation has played what we are suggesting become the Federal Government's role, for some 35 years now, and as Mr. Mott indicated in yesterday's testimony, they have reached a point now where their resources can no longer cover what appears to be considerable national demand and interest. Therefore, for the Federal Government to play a role, particularly in the development of leaders, particularly the role of advocacy, and particularly the encouragement of the development of innovative and demonstration centers, is most assuredly called for now.

I believe that the Federal Government would do well to capitalize upon the risks that have been taken by that foundation, for what is obviously a good thing for the country.

My third perspective is that of superintendent of schools now in Flint. I could say that the community school program is a great asset to an urban community like Flint, if it did nothing more than involve 92,000 people per week in our schools and on an after-school basis.

I could say that such a program is worthwhile to a superintendent of schools if it did nothing more than accomplish the extensive coordination and coalescing of community agencies under one kind of roof. I could say that it is a worthwhile and plausible thing for a community, speaking from the standpoint of a superintendent, if I spoke only of the extent to which it uses a facility that is already there.

But most of all, in Flint we can point to gradual increases in academic achievement by youngsters, a gradual increase in enrollment of adults—up to 80,000 adults a year—in enrichment classes. I can point to substantially low-unemployment rates in spite of increased automation in the automobile plants, and I can point to the retraining programs available in the community school program.

Most importantly I can point to 10 successful levy campaigns—increased local taxes for schools—the last of which was last month, and that campaign for a substantial amount passed four to one in favor.

I can point to gradual decreases in juvenile crime and point to gradual decreases in dropout rates.

So as superintendent of schools, with the responsibility for providing youngsters maximum opportunity and with responsibility for affecting inasmuch as possible the quality of living in the community which in turn, affects the child, I can substantiate from an educator's standpoint the necessity and need for this legislation.

Senator PELL. I thank you very much indeed. I know too that Mr. Mott, who was a witness yesterday, has taken the time to come again today, and he deserves a huge bit of gratitude for the trailblazing work of his family, and I want to acknowledge his presence.

[The information supplied by Mr. Pappadakis follows:]

NATIONAL COMMUNITY SCHOOL EDUCATION ASSOCIATION

History of NCSEA

The National Community School Education Association was established in 1966 as the result of many National Community School Directors who felt that they needed better communications between themselves, and a chance to discuss their problems and concerns with people of similar persuasion.

The attempt to meet this need resulted in the establishment of the concept of a national organization to assist all community educators in improving their educational systems and their communities. By-Laws were established, incorporation papers were prepared, and memberships were accepted. A request was presented to the Mott Foundation for some initial support and this was granted. The Mott Program provided released time for a staff member to assume the responsibilities of executive secretary, and the National Community School Education Association was officially established. The years since 1966 have been years of growth and maturation for NCSEA. Since 1966 the organization has become increasingly national in scope and increasingly concerned with the need to broaden its services to assure relevancy to its entire membership. This growth and maturation process has been matched by a steadfast effort to maintain the basic principles of community education and to support and encourage all efforts toward this end.

While the association extends and expands its services to its members, it maintains its basic commitment to the idea that all schools should become community schools and that all educators should become community educators.

Membership Services Include:

* Annual Directory
* Consultative Service
* In-Service Workshops
* Research
* NCSEA NEWS
* Regional Conferences
* National Conventions
* Leadership Training
* Community Education Journal
* Special Publication: Phi Delta Kappan Special Issue on Community Education (80 page issue) November, 1972

Purpose

The purpose of the National Community School Education Association is to further promote and expand community schools as an integral and necessary part of the education plan of every community.

Recent years have seen a rapid growth of community schools and an increasing acceptance of the community school concept throughout the nation.

Growing numbers of educators and civic leaders are taking part in this new movement. The NATIONAL COMMUNITY SCHOOL EDUCATION ASSOCIATION has been established as a "clearing house" for the exchange of ideas, the sharing of efforts, and the promotion of programs.

Today there are over 700 on-going community school districts in the United States, and Canada, as well as many new programs and related projects in the planning stages.

NCSEA, which has its headquarters at the National Center for Community Education, 1017 Avon Street, Flint, Michigan, currently has 2,000 members, 9 state community education associations located in Florida, Idaho, Massachusetts, Michigan, Minnesota, New Jersey, Ohio, Oregon, Utah, and 2 regional associations.

What does it cost for a Community School and what does a community receive in return?

School buildings have facilities adaptable to broad community use. It has been traditional that most school systems use their facilities six hours a day, 1400 hours a year. A Community School may be used for 3800 hours a year by expanding to after-school, evening, Saturdays, and summertime. Owned and operated by the local school district, expansion of the role of the school avoids creation of new agencies and new coalitions that are often duplicative and competitive. By adding one person a school becomes a human development center, he becomes coordinator of community resources. This person is a full time, trained Community School Director, Community Education Coordinator, Community School Agent, Community Activities Director, Community Activities Coordinator. His title isn't important but his function is. That is to promote and coordinate the use of all facilities in the community which he serves. The total cost of this approach is 1 1/2% of a school budget in some areas to a high of 5% in others. Therefore, the school community triples the use of its facilities. What does a community receive for this added cost? Adult Education, occupational retraining for adults, academic enrichment classes for youngsters, recreational and social enrichment activities for adults and youngsters, family education and counseling, civic affairs and discussions, health clinics and forums, teen clubs and teen counseling, Boy & Girl Scout activities, Big & Little Brother activities, Senior Citizen activities, etc.

Why should the school play this role in Community Education?

A. The size of the population group served by an elementary school is about the right size for Community organization and interaction.

B. There is an entree into much of the community through a common interest in children.

C. It is well located as a facility.

D. It is the least threatening of all social and governmental agencies.

E. It is publicly financed and thus viewed as belonging to the community.

F. It is more acceptable to other institutions and agencies. The point is that there is a need for coordinating the efforts of the community, and it seems that an existing institution might better play this catalytic role than to create a new agency for such a purpose.

Aside from its potential for coalescing community effort in fields of health and social welfare, the community school concept is defensible on the fact alone that its involvement of the community in affairs of the school cannot help but have a positive effect on the development of a relevant, efficient and soundly financed plan of education for youth.

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association
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COMMUNITY SCHOOLS

BUILDING USE DOUBLED

TRADITIONAL SCHOOL USE

1400 HOURS PER YEAR

COMMUNITY SCHOOL USE

3800 HOURS PER YEAR

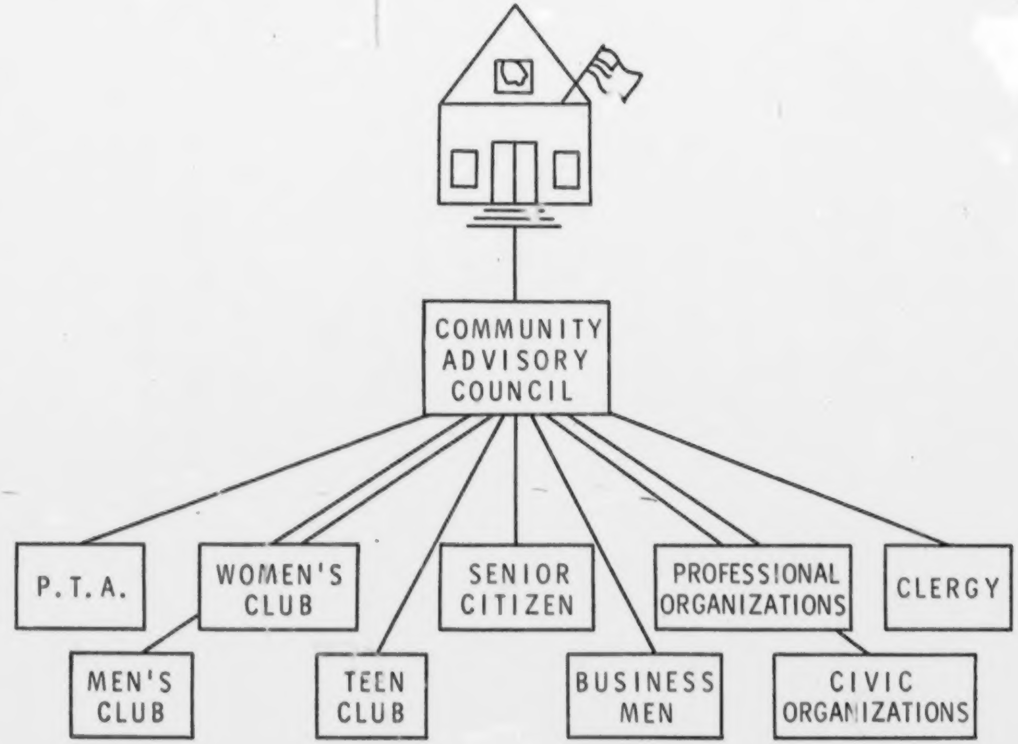
INCREASE IN COST

5% Maximum
1 1/2 % Minimum

ACTIVITIES

ADULT EDUCATION
OCCUPATIONAL RETRAINING FOR ADULTS
ACADEMIC ENRICHMENT FOR YOUNSTERS
FAMILY EDUCATION AND COUNSELING
CIVIC AFFAIRS AND DISCUSSIONS
YMCA-YWCA ACTIVITIES
BOY SCOUT PROGRAMS
GIRL SCOUT ACTIVITIES
BIG AND LITTLE BROTHER ACTIVITIES
JOB COUNSELING AND PLACEMENT
SENIOR CITIZEN ACTIVITIES
PARENT AND TEACHER AIDS
TEENAGE TUTORS
LAY RESOURCE TEACHERS

COMMUNITY SCHOOLS INVOLVE PEOPLE



SPEC. COMMITTEE ON AGING
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JUL 19 1973
UNITED STATES SENATE

Since the initial draft of Senate Bill 456, several changes in the philosophical and practical aspects of community school education have taken place. Those changes have come about as a result of information gained through experience in community school education by professionals working directly with communities in this relatively new and developing field.

As a result of increased knowledge about community schools, or more explicity, community education, it seems important to present the changes that have come about for consideration in any revisions to the final Bill submitted to the Senate. Suggested changes along with supporting rationale follows for your consideration.

ITEM # 1 - Except where reference to community schools as a service agency are made, the term COMMUNITY EDUCATION should be substituted for COMMUNITY SCHOOL.

RATIONALE

Currently the community school is a competing, action oriented agency that uses school facilities to provide programs - some of which are and some of which are not provided by other agencies and institutions in the community. Community education is a broad and all encompassing process which promotes and provides for the coordination from identified community need to action, available through existing or created organizations - such as the Y's, Parks and Recreation, and Community Schools. It seems logical at this point in time to promote the general cooperative and coordinated function of community education rather than the specific and competitive activity of the community school. I am sure that the Bill will in many ways promote the idea of the community school and yet, encourage the cooperative efforts so vitally needed; most often we have sufficient action agencies and need only to coordinate their activities, staff and facilities to bring about greater service. Additionally, we should not limit our involvement to the use of public school facilities; churches, Y's, private homes and other organizations have facilities, while not necessarily equal to the schools, certainly adequate to serve the service needs of the community.

ITEM # 2 - The title COMMUNITY SCHOOL DIRECTOR should be changed, in every instance where direct training is provided, to COMMUNITY EDUCATION COORDINATOR.

RATIONALE

The position of community school director is that of a program operator, at least in practice, with limited training and short life expectancy on the job - approximately three years. It seems logical that we should train those whose job is to identify local community need and to bring about a solution to those needs through the cooperative effort of existing organizations, buildings, and personnel rather than the short lived community school director.

ITEM # 3 - The program potential, as mentioned in the document, should be expanded from providing recreational, educational and a variety of other community and social services to include recreational, educational, cultural, social, health, and other community services.

RATIONALE

The limitation of the Bill to recreational and educational activities seems to omit a variety of needs that might be met through the coordinated effort of community education. Those needs must be spelled out in such a way that the Bill is all inclusive. It must not become so specific as to foster competitiveness and yet must be broad enough to allow those agencies who have specialized services to enter into the community education process.

ITEM # 4 - The intent of the Bill should be changed from specifying that other agencies should work in cooperation with the public schools to include the necessity for all agencies interested in community education to work in conjunction with one another, implying the need for both cooperation and collaboration in the implementation of the community education process.

RATIONALE

While community education may begin in most communities with the school as primary fiscal agent, it seems important that the notion of cooperative program responsibility be implied in the Bill. Without doubt the public schools' primary concern is the formal K-12 educational system. When space requirements are such that a decision must be made relative to an extracurricular educational program for K-12 students or for community programs, it seems that cooperative judgment should be used rather than the somewhat prejudiced judgment of the school system. To move the school buildings from a strictly formal K-12 operative to a community operation, requires some decision making involvement on the part of cooperating agencies and institutions.

To imply that agencies should cooperate with the schools without expressly stating that the schools in turn are expected to cooperate with the agencies, is allowing the tail to wag the dog. Community education implies coordination of both effort and control.

ITEM # 5 - Research and development should be built in the university component of the Bill.

RATIONALE

Community education in its current past or potential form cannot long exist without a greater emphasis on research and development. Part of the reason for the lag between theory and practice is the fact that we have been unable to find sufficient resources to test theory in the field. As a consequence, current practices supports community education through generalities, touching stories, and head count. We need adequate research; and one of the best ways to justify and to structure new and better ways of going about community education is to provide funds to help universities carry out research in the field.

ITEM # 6 - The Advisory Council, as designed, should be expanded from its current number of 7 so that more agencies and organizations related to the community education process can be involved. There should be a broad base of representation on the Advisory Council from National organizations as well as a cross section of community structures and significant individual differences.

RATIONALE

Community Educators believe that cross-representation on advisory councils is crucial to the basic theory of community education. Too small a Council may severely limit the input and effects of the national movement.

ITEM # 7 - The apportionment of school projects per state should be spelled out more specifically - perhaps greater emphasis should be placed on the potential of the project rather than on the number of projects in each state. It is conceivable that many poor projects would be funded while many good projects would not be funded if current numbers are rigid. It is important that the amount of dollars spent in the change to a cooperative effort in any community not be so significant that local input is not required. The dollars used for programs in a cooperative effort should use existing facilities not create new ones, use existing staff and local talent not bring in talent from the outside, and in general, build the philosophical concept of cooperation through community education. Large sums of money should not be necessary for any community involved in this endeavor, with the possible exception of very large communities.

ITEM # 8 - A super grade - probably GS 17 should be added to the commissioner's staff to direct the community education project.

RATIONALE

Credibility must be given to the program through a position on the commissioner's staff, otherwise the project seems destined to fall into one of the existing competitive categories and probably funneled off into one of the primary components of community education rather than into the process itself.

ITEM # 9 - The potential of fiscal responsibility should be opened up to include more than the public schools.

RATIONALE

In many communities where potential change seems likely, its not always the public schools that are in the best position to lead change. It, therefore, should become possible for other fiscal agents to be considered, although it seems likely that the public schools would be responsible in most communities. Regardless of what agency assumes fiscal responsibility, cooperative effort must remain as a requirement for funding.

ITEM # 10 - Title III - Community School Promotion -- should be changed to Community Education Administrative Structure. This title seems more appropriate.

Senator **Pell**. I have asked my questions of other witnesses, so I have no questions. I will defer the remaining time to Senator Stafford.

Senator **Stafford**. Thank you very much, Mr. Chairman. I have one question in view of the time limitation. That is this: I will address it to either witness who cares to reply. The Comptroller General in his March 9 report to the committee on S. 335, indicated that many of the activities which would be carried out by the community centers to be established under the bill appear to be similar to the activities currently receiving Federal support under existing legislation.

The letter referred specifically to title III, ESEA, title I of the Higher Education Act, and title II of the Economic Opportunity Act.

In the light of the Comptroller General's letter, my question is: why do you consider the additional authorizations in S. 335, necessary and, gentlemen, if that cannot be answered quickly, possibly you would prefer to submit your answer for the record in writing.

Mr. **Clancy**. May I say, Mr. Chairman and Senator Stafford, that a previous witness, Mr. Cohen, addressed himself to that very question and gave about a three-part answer, which I think was very sufficient. Essentially he said, and we all feel this way, that experience would indicate to us that while those programs are available and possible under those categorical grants, they do not happen.

Other priorities take place. The important thing here is that in Mr. Cohen's estimation, and in many of our estimations, the passage of this act by the Congress would say to the country that the Congress was placing a priority on this kind of education.

Senator **Stafford**. Thank you very much.

Thank you, Mr. Chairman.

Senator **Pell**. Thank you very much. This winds up the hearings on this community education bill. The record will stay open for a week for any additional views on the testimony offered. I thank all the witnesses for the long distances they have come.

[The material referred to follows:]

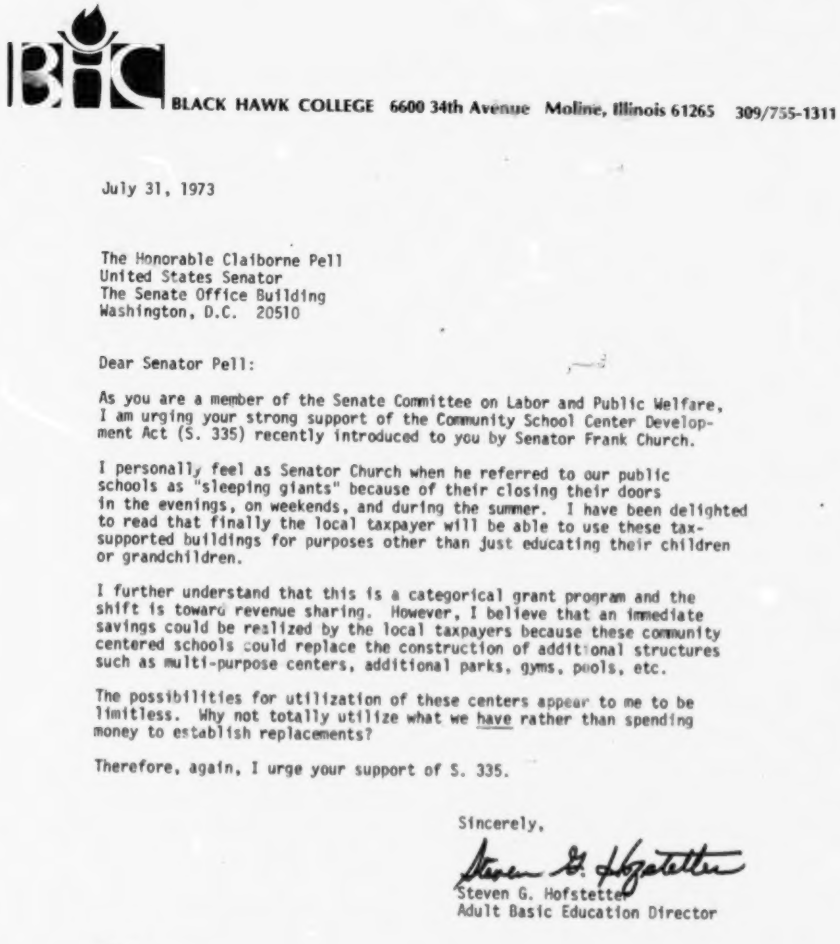
8312 Easton Lane
Louisville, Ky 40222
Sept 19, 1973

To: Senator Claiborne Pell.
Chairman - Sub Committee - Education, Labor, Public Welfare
RE S-335 Community School Center Development Act.

Our local PTA units number 96 and represent a total of 58,017 PTA members - in the Jefferson Co Ky School system -

We support S-335 and encourage moves in the direction of the Community School Concept - Our 95,000 students, as well as their parents and grandparents could well benefit from some thought and innovative moves in this direction. There is growing concern and need to better use facilities and this in addition to the Elective Quarter Plan adopted by our school system are moves in that direction.

Marlene [illegible]
Legislative Ch. 14th Dist PTA.
Jefferson Co. School System



BHC BLACK HAWK COLLEGE 6600 34th Avenue Moline, Illinois 61265 309/755-1311

July 31, 1973

The Honorable Claiborne Pell
United States Senator
The Senate Office Building
Washington, D.C. 20510

Dear Senator Pell:

As you are a member of the Senate Committee on Labor and Public Welfare, I am urging your strong support of the Community School Center Development Act (S. 335) recently introduced to you by Senator Frank Church.

I personally feel as Senator Church when he referred to our public schools as "sleeping giants" because of their closing their doors in the evenings, on weekends, and during the summer. I have been delighted to read that finally the local taxpayer will be able to use these tax-supported buildings for purposes other than just educating their children or grandchildren.

I further understand that this is a categorical grant program and the shift is toward revenue sharing. However, I believe that an immediate savings could be realized by the local taxpayers because these community centered schools could replace the construction of additional structures such as multi-purpose centers, additional parks, gyms, pools, etc.

The possibilities for utilization of these centers appear to me to be limitless. Why not totally utilize what we have rather than spending money to establish replacements?

Therefore, again, I urge your support of S. 335.

Sincerely,

Steven G. Hofstetter

Steven G. Hofstetter
Adult Basic Education Director

SGH:js

Senator **Pell**. These hearings are now adjourned.

[Whereupon at 11:45 a.m., the hearing was adjourned.]